



R E P O R T

N

OF THE

THIRD CENTRAL PAY COMMISSION

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Volume III

GOVERNMENT OF INDIA
MINISTRY OF FINANCE

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REFERENCE AND PROCEDURE

Terms of Reference

Our terms of reference in relation to the Armed Forces read as follows :—

“The Commission will be required to enquire into and make recommendations on—

- (v) the structure of emoluments including benefits in cash and kind and death-cum-retirement benefits of personnel belonging to the Armed Forces, having regard to their terms and conditions of service.”

It is seen that these terms differ somewhat from the terms applicable to Central Government employees in general, and we are not required to make recommendations on the conditions of service of the Armed Forces personnel but are expected to take them as given. Accordingly, we have refrained from suggesting any changes for Service personnel as respects methods of recruitment, qualifications, training, terms of engagement, the rank structure, age of retirement, leave entitlements, etc. Moreover, we have re-examined the various criteria attached to the grant of allowances and benefits only where we considered it necessary for the proper scrutiny of specific proposals made by the Service Headquarters. Where an allowance or benefit appeared to us as being a general addition to pay, we have closely examined the desirability of its continuance as also the feasibility of including it in pay itself.

2. We have taken all the serving personnel belonging to the Army, Navy and Air Force, including the non-combatants (enrolled) as coming within our purview. We have taken note of the decision of the Government to ‘combatise’ all such personnel and to dispense with the category of personnel known as non-combatants (enrolled), but we have been informed that a small number will continue to be so classified till such time they are wasted out. We have, therefore, made suggestions in regard to them also, where necessary.

3. In January, 1971, we received a copy of the Report of the Committee on the Territorial Army from the Directorate of Territorial Army. We consulted the Ministry of Defence whether the terms and conditions of service in the Territorial Army came within our purview and we were informed that the Territorials were part-time soldiers and were expected normally to have a full-time civil vocation. We have, therefore, not taken the personnel of the Territorial Army as coming within our terms of reference.

4. We received some representations from ex-Servicemen mostly dealing with pension, but while we have noted and examined their suggestions regarding emoluments and pension, we have not taken the ex-Servicemen as included in our terms of reference.

Special Procedure Adopted for Armed Forces

5. It is for the first time that a Pay Commission has been asked to enquire into the structure of emoluments of both the civilian employees of the Government and the Armed Forces personnel. In the past, the latter enquiry was entrusted to departmental committees which included the representatives of the Services also. The task of these committees consisted mainly of suggesting changes in the structure of emoluments and benefits of service personnel in the light of the recommendations made by the Pay Commissions for the civilian employees. The Post War Pay Committee for the Armed Forces, set up soon after the first Pay Commission, made detailed recommendations which led to the promulgation of the New Pay Code from 1st July, 1947. As regards pensionary benefits, the matter was looked into by the Armed Forces Pension Revision Committee (1949-50) headed by Shri I. M. Lall. After the report of the Second Pay Commission, the consequential changes on the Armed Forces side were carried out on the recommendations of the Raghuramiah Committee (1960). We thus had no precedent to go by for determining the procedure most suitable for the examination of Service matters remitted for our consideration.

6. While devising our procedure of work, we were keen that Service personnel, like the civilian employees, should have the opportunity to represent their case before us. We, therefore, requested the Ministry of Defence to consider permitting Servicemen to submit memoranda in response to the press notices issued by us in June-July, 1970 as also to tender evidence before us in their personal capacity. We were, however, informed that the requirements of military discipline and tradition would not admit of such an approach. In fact, the Defence Service Regulations specifically prohibit representations on military matters except through normal Service channels. The Regulations also prohibit submission of any petition or representation in respect of military matters by a group or association of Servicemen. For the specific purpose of formulating proposals for our consideration, special Cells were therefore created in each Service Headquarters and we were informed that these Cells would formulate their proposals at the Service Headquarters after obtaining the views of Servicemen at different levels. In order to supplement these proposals and provide the background material we also asked for and received copies

of the proposals formulated at the various Command Headquarters before submission to the Service Headquarters. The copies of proposals formulated at the Command level were received by us during October-November 1970 and those formulated by the Services Headquarters towards the end of 1970. Our examination of the proposals received from the Services and discussions with senior Service officers and the Service Chiefs have satisfied us that the Servicemen's interests have not suffered on account of the absence of representations either individually or collectively by Servicemen.

7. The Ministry of Defence also set up an Expert Cell in August, 1970, comprising three senior Service officers of the level of Major General and two civilian officers from the Ministries of Defence and Finance. The Expert Cell was asked to "scrutinise, coordinate and integrate proposals received from Service Headquarters...into a common and comprehensive inter-Service pattern, before their submission to the Pay Commission". Later on, it appears, the representatives of the Ministry of Defence and Ministry of Finance were withdrawn and thus the Report of the Expert Cell was finalised only by the Service members. The Ministry of Defence in their letter forwarding the Report of the Expert Cell in June, 1971, clarified that "the views contained in the Report are those of the Service Experts, as endorsed by the three Service Chiefs". The Report of the Expert Cell received by us in June, 1971, covered only the pay and allowances and their second Report on non-effective benefits was received in September, 1971. We have, therefore, taken both these Reports as representing the agreed views of the three Services save where any difference of opinion among the Services was brought to our notice subsequently.

8. Besides the official proposals formulated by the Services, we received valuable suggestions in the replies to our Questionnaire given by two former Service Chiefs—General P. P. Kumaramangalam and Admiral A. K. Chatterjee. At our request, they were good enough to meet the Commission for discussions. We also received suggestions from retired Service officers and civilians who had experience of the working of the Armed Forces.

9. We felt that besides discussions with the representatives of the Services and the officers of the Ministries of Defence and Finance (Defence), we should also visit and see for ourselves the working and living conditions of the personnel in the Army, Navy and Air Force. With the cooperation and assistance of the Ministry of Defence and the three Services, we were able to meet and study the working conditions of Army personnel deployed in remote areas and at heights of about 13000 ft. above sea level, of personnel working at Air Force stations and flying and servicing combat aircraft and of sailors on different types of Naval ships including submarines. We also visited training establishments, Central Ordnance depots, maintenance establishments, a Service hospital, etc. We are grateful to all the Servicemen and to the Heads of the concerned organisations who made our visits

successful and who expressed their views frankly during the informal discussions that we had with them. We gained valuable insight into the special features of the environment in which the Services operate, as also the variety and complexity of Service jobs and the hazards and hardships associated with Service life.

10. In order to collect detailed information relating to the personnel belonging to the Armed Forces, we requested the Ministry of Defence in August, 1970, to furnish us the required data on personnel below officer rank (excluding those in the Fighting Arms of the Army) as on 31-3-1970 in the forms finalised by us in consultation with the representatives of the three Services and the Ministry of Defence. The data so received for all the three Services were tabulated by the Army Statistical Organisation. We received these tables in December, 1970, and have found the data of great help in our work. We again requested the Ministry of Defence to furnish similar data for all the personnel below officer rank (including the combatants in the Fighting Arms) as on 1-1-1971—the same date with reference to which information was being collected for the civilian employees. The revised tables were received in January, 1972. As for the Service officers, we first made use of the data contained in the latest available copies of the Army List, the Navy List and the Air Force List. Subsequently we obtained the required data as on 1-1-1971, on the prescribed forms, from each Service Headquarters through the Ministry of Defence. This set of data was received by us in June, 1972. On a number of points arising out of our examination of the proposals received from the Services, we asked for and received further clarifications and supplementary information from the respective Service Headquarters.

11. Besides the above basic information, we were also keen to utilise the data thrown up as a result of the work of job evaluation undertaken by the Pay Commission and Job Evaluation Cells in the three Service Headquarters. We felt that the job descriptions written by the teams of Service officers for the various categories of tradesmen in the three Services would help us to understand better the job requirements of various trades and facilitate the scrutiny of proposals received from the Services for rationalising the existing pay groups and for indicating the allocation of selected trades to the proposed pay groups. At our request, we were furnished with the job description sheets of the various trades categories in batches during the period June-September, 1971. In July, 1971, we also asked for a more exhaustive list of trades for fitment into the new pay groups proposed by the Army Headquarters and the Naval Headquarters in order to ensure a more meaningful examination of their proposals. These lists were received in July, 1972, since the two Services Headquarters wished to base their proposals on the results of the job evaluation undertaken by them.

12. In April, 1972, we had fairly detailed discussions first with the Principal Personnel Officers

of the three Services assisted by the Directors of Cells in the three Service Headquarters set up for dealing with Pay Commission matters and Job Evaluation, and later with the three Service Chiefs. To make these discussions more fruitful, we prepared detailed briefs covering the more important points for discussion and sent these in advance to the Services Headquarters. We followed the same procedure in our discussions with the Defence Secretary and the Financial Adviser (Defence Services) which were held in April-May, 1972. A list of official witnesses who tendered evidence in regard to Armed Forces' personnel is at Annex VIII.

13. As mentioned above, we have based our examination of the matters connected with the Armed Forces on the proposals and data submitted by the Services and the Ministries of Defence and Finance, the data collected by us through them and the evidence recorded during discussions with the official witnesses. We received constructive views and suggestions from the Service Chiefs, the three Principal Personnel Officers, and other officers of the three Services. We had useful discussions with the Defence Secretary, the Additional Secretary (Defence) and the Financial Adviser (Defence Services) which enabled us to gain a broader understanding of the issues involved.

OUR APPROACH TO ARMED FORCES' PAY

The Armed Forces

India has one of the largest all-regular (*i.e.* volunteer) armed forces in the world. The overall sanctioned strength for all ranks of the Army is 8.28 lakhs and together with the Navy and Air Force the overall strength is nearly a million men. The Armed Forces, however, mainly require the services of young men and there are relatively few jobs going, mostly in the support and technical formations, where the services of older men can be retained. Thus, the turn-over of manpower in the Services is fairly rapid and a large number of combatants are released from service in their thirties or early forties. Service officers, however, can hope to serve till around the age of 50 or more. On an average, about 60,000 Servicemen are released annually, of whom about 750 are officers.

2. The fact that the Indian Armed Forces are all regular means that volunteers in adequate numbers have to be attracted from civilian life to enlist in the Services. This has an important bearing on the emoluments and career prospects offered by the three Services. The expenditure on pay and allowances of the Armed Forces personnel in 1971-72 is estimated at Rs. 284 crores, *i.e.*, about 20 per cent of the annual Defence expenditure (Rs. 1400 crores). In addition, substantial expenditure is incurred by the State in the provision of benefits in kind like accommodation, food and clothing, and in the provision of such facilities as transport, medical treatment, and education of the children of Servicemen.

3. Ever since the Second World War, there has been a tremendous spurt all over the world in the application of science and technology to the methods and techniques of war. New weapons systems, electronic equipment and communication devices are being developed for use in all the three Services which call for greater knowledge and greater technical skill on the part of the personnel of the armed forces. Servicemen are thus increasingly having to handle and maintain more sophisticated equipment and instruments requiring greater skill and knowledge than before. While the need for a large standing army is inherent in our geo-political situation, within this constraint, it has been the objective of our Defence policy to make the Army more equipment-intensive and control numbers as far as possible. Over the last few years, while the overall sanctioned strength of the Army has remained static, the fighting power has been increased from a 21 to a 25-Division force. Simultaneously, more modern equipment and weapons have been introduced and the job of Servicemen, specially those in the fighting arms, now requires a higher range of skills.

4. So far, the strength of the Navy has remained relatively small considering that the Indian coastline extends to about 5600 kilometres. But with the growing strategic importance of the Indian ocean, a further expansion of the Navy can be expected. The need for keeping the strength of the crew as small as possible is now greater with the introduction of naval craft of modern design. This requires greater versatility in the skills to be acquired by the ship's company. There is also much greater closeness in life at sea. The principle generally referred to as the "all of one company" concept owes its origin to the Navy. These special features in the Navy are to be recognised in devising the structure of emoluments of the sailors.

5. Although the youngest Service, the Indian Air Force has been expanding at a fast rate. This trend is likely to persist in view of the greater use to which air-power is being put not only to strike deep into enemy territory but also for ground support operations. The Air Force has a strength of 45 squadrons and in its combat squadrons a significant proportion consists of modern supersonic aircrafts. The proportion of Air Force personnel actually engaged in operational flying is necessarily small considering that a large number of technical and other officers and practically all the Air Force personnel below officers rank are utilised for the maintenance, servicing and support functions.

6. An important organisational requirement of the Armed Forces is that they have to be more or less self-reliant for meeting all their day-to-day needs. Thus, the Armed Forces, particularly the Army, have to organise a number of branches and services for logistic support. This necessarily makes the personnel composition of the Armed Forces multi-functional and leads to significant variations as between one Serviceman and another in such respects as length of field service and combat duties. We have taken note of this factor in formulating our proposals with regard to pay scales for the Services.

Recruitment and Qualifications

7. The Services recruit much younger persons than is the case on the civil side. For admission to the National Defence Academy which, except for certain professional classes, is the main source of entry to the officer corps, the age limits are 16 to 18 years. With the raising of the entry qualification from matriculation to higher secondary level the maximum age limit has been relaxed to 18 years 6 months till January, 1974. There is also provision for direct entry into the Indian Military Academy for persons with Intermediate qualifications in the age-groups 18—21 years and degree holders with NCC training in the age-group 19—22 years. From January, 1974, the direct entry into the Indian Military

Academy will be confined to graduates only. For the technical branches, each Service provides for direct entry of persons with a degree in the appropriate technical subjects up to the ages of 26 to 28 years.

8 We find that there has been no shortfall in recruitment through the National Defence Academy except in the year 1971, which may have been the consequence of the revision in the educational qualifications. At the graduate-entry level, however, the shortfalls in recruitment are significant. According to the Ministry of Defence, the overall deficiency of officers in the Army is about 4600, chiefly in the middle ranks among the fighting units. This does not, however, represent the shortfall in recruitment as a certain amount of shortage in the overall strength is always carried in normal circumstances. In the Navy, shortages continue to exist in the Executive, Electrical and Engineering Branches of the officers' cadre. In the Air Force, there have been no shortfalls in Flying and Ground Duty (Non-Technical) Branches, but response for the Technical Branches, particularly in the Aeronautical Engineering (Electronics) Branch is said to require improvement.

9 For personnel below officer rank, the Army do not ordinarily require pre-entry trade and other qualifications, but direct entry into certain trades is allowed only to matriculates. In the Navy, non-matriculants can enter only the lowest group and for trades in higher groups, matriculation or trade qualifications, including apprenticeship certificate, are necessary. In the Air Force, matriculation is generally required except for the lowest group for which the prescribed qualification is 8th standard. Personnel below officer rank are generally recruited before the age of 21 years and there is provision also for entry of boys and apprentices, for whom regular service in the Army and Navy can only commence after they have attained the age of 17 years. In the Air Force, the Airmen have to be between the ages of 16 and 20 on the date of enrolment. Thus, in the Services, persons can secure employment at a much younger age than is generally possible in civil industry. Many who enter the Services without formal qualifications are able to learn trades and improve their qualifications which stand them in good stead on their return to civil life. The Services thus offer substantial opportunities to persons who are not able to acquire qualifications on their own.

10. No serious shortfall in recruitment is reported in the case of Army personnel below officer rank. Among the sailors, the shortages in the past have mainly been in the Artificers' cadre but it has been possible to reduce the deficiency in this cadre from about 30% to 10%. The Air Force do not at present encounter recruitment difficulties in the case of personnel below officer rank and feel that the Air Force Training Institutions are adequately geared to turn out the trained manpower required both as air crew and as ground crew.

11. The Servicemen are subject to certain special conditions of employment which are necessary in view of the distinctive requirements of the Armed Forces. In their report on the pay of the Armed Forces, the National Board for Prices and incomes

(NBPI) in the United Kingdom took note of the conditions which placed the Servicemen at a relative disadvantage *vis-a-vis* the civilian as also the attractions of Service life and defined the balance of advantages and disadvantages as a factor (*viz.* the X factor) adverse to military life. We have examined the various conditions of service in the Armed Forces and feel that there are important features of military life which can be considered unique in combination and not measurable by standards taken from civilian life. There are frequent moves at short notice; danger while on active service; military discipline involving restrictions not normally imposed on civilian employees; inability to resign at will; and early retirement. On the other hand, certain compensations and advantages of military life, *e.g.*, opportunity to see places and scope for adventure, lean periods of work in peace time, liberal leave entitlements, relatively better retirement benefits including Government assistance in resettlement, better welfare amenities and medical care, and much greater opportunity to learn new trades in service than is available in the civilian sector.

Our Approach

12. The principles governing the emoluments of Service officers have undergone many changes since Indian nationals were first commissioned into the Armed Forces of British India. The King's Commissioned Indian Officers (KCIOs) were given the pay and allowances (including the expatriate Indian Army Allowance) as admissible to the British officers. After 1931, there was a radical shift with the adoption of the policy of Indianisation of the officers' cadre in the Army along with stoppage of recruitment to the KCIOs cadre, and the substantial reductions in salaries effected at the time on the civil side. The pay and allowances of the Indian Commissioned Officers (ICOs) were fixed lower than those of the KCIOs. During the Second World War, the Government found it necessary to revise the emoluments of ICOs to attract Indians in sufficient numbers to fill War requirements and to maintain the morale of the ICOs serving side by side with the British officers and the KCIOs. By 1944, the ICOs were allowed the same pay and allowances as the KCIOs except for the Indian Army Allowance, but as a temporary measure to be reviewed at the end of the War. As regards the personnel below officer rank, their rates were never determined on a comparison with the rates prevailing in the British Armed Forces, but increases in pay and allowances during the Second World War were also afforded to them.

13. With the cessation of the War, Government appointed the Post-War Pay Committee to recommend pay scales for Servicemen relating these exclusively to Indian conditions. In relation to the ICOs, the Government took a policy decision that "future pays of ICOs should be linked with civil pays as determined following the report of the Central Pay Commission". The Post-War Pay Committee, which laid the foundation of the structure of emoluments of Armed Forces personnel of independent India, considerably simplified the pay structure and abolished a number of allowances which had relevance only to war conditions or which could be merged

in the pay. The basic principle followed by the Post-War Pay Committee was one of "comparability" with civilian rates of pay under the Government. For the pay of Service officers, a broad relativity was established with the officers of the Class I Central Services and the Indian Police Service. For devising the pays of personnel below officer rank, the fully-trained infantry soldier with three years' service was equated to workers classified as 'semi-skilled' by the First Pay Commission. Although Service rates of pay have been revised after the introduction of the Post-War Pay Code, the revisions have been consequential in nature following revisions made on the civil side. As such, the existing pay structure of Armed Forces personnel continues to reflect the principles followed by the Post-War Pay Committee. However, a number of allowances and concessions have been granted to the Armed Forces personnel after the introduction of the Post-War Pay Code so that Service pays no longer retain the 'all-inclusive' character commended by the Post-War Pay Committee.

14. On the basic approach to be adopted to armed forces pay, the Services are agreed that it should be based on a comparability with the civilian rates of pay although they are not satisfied with the specific civil-military relativities established so far. The Services feel that as the system of job evaluation is still at the stage of inception in India it cannot at present play an effective part in the evolution of the pay structure. We have already commended cautious adoption of the job evaluation techniques for devising pay scales for the Government employees over a limited sphere. We think that in the Services, these techniques can be used with advantage for ensuring a more rational allocation of trades within the different pay groups devised for the personnel below officer rank.

15. The Services have also made the point that the concept of an "all-inclusive military salary" like the one enunciated by the NBPI in the UK would not be workable in the Indian context. This concept appears to have been commended by the NBPI to ensure greater comprehensibility as they felt that the combination of pay, allowances and benefits in kind in the British Armed Forces was so complicated that potential recruits to the Services could not readily comprehend what their earnings were likely to be and even Servicemen found it difficult to calculate their earnings. While we are inclined in the view that the emoluments' structure should be as comprehensible as possible, we have to keep the feasibility aspect also in mind. The Services have emphasised the fact that Armed Forces personnel have become accustomed to a number of allowances and concessions in kind and there would be substantial psychological resistance to their withdrawal. We also feel that in regard specially to the personnel below officer rank, who are entitled to the provision of accommodation, food and clothing at State expense it would be difficult to adopt the British pattern. The present arrangement seems to be appropriate as it is one which is conducive to the maintenance of the fighting efficiency of the personnel below officer rank. It has the added advantage that during a period of rising prices, these personnel would be

insulated from the inflationary trends to the extent that their feeding, lodging and clothing costs are met by the State. As such there might be greater satisfaction.

16. As regards allowances, we are of the view that any element of Service life, which is a relatively constant factor for the bulk of the Service should be compensated in pay itself. On the other hand, where the element is one which varies considerably, as is the case with the period spent by Service personnel in the field areas, at high altitudes or at sea it would be necessary, in our view, to provide compensation through grant of separate allowances. Special allowances or additions to pay have also to be continued for the Servicemen entrusted with specially hazardous assignments.

17. Service representatives, as also others who have experience of military matters, favour the approach that Service pays should be determined on a broad comparability with the civil rates of pay under the Government. We notice that where job evaluation techniques have been adopted as in the UK, or work-value inquiries conducted as in Australia, for determining the military salaries, comparison with civilian rates is still kept as the basic yardstick. The NBPI mentioned in their Fourth General Report on Pay of Armed Forces (1965) that there were fields from which the concept of "comparability" cannot be excluded and that one clear case was that of the armed forces. The Kerr Committee, which examined the pay structure of the Australian Armed Forces observed that it was "entirely sensible that there should be in general, equality of financial terms and conditions of employment between members of the Armed Forces and Commonwealth employees."* We are thus led to the view that the most practical and equitable method for determining Service pays would be on the basis of fair comparison with the pay rates fixed for the civilian employees of the Central Government. This nexus becomes all the more relevant and desirable when we recall that recruitment to our Armed Forces is on a voluntary basis, which means that persons have to be attracted from civilian life. The quality of recruitment to the Armed Forces will be satisfactory only if Service pays are comparable to levels of remuneration in civilian employment. A link between the two is, therefore, inherent in the case of volunteer armed forces.

18. We may add that a relativity between any group of Servicemen and the civilian analogue picked up for comparison will necessarily have to be in very broad terms because of the substantial difference in the roles and conditions of service on the two sides. The Services have questioned the existing relativities established for both officers and men with their civilian counterparts and we proceed to examine the question in relation to each in the ensuing chapters. In our discussion, we have generally used the rank designations of the Army without specifying the equivalent ranks in the Air Force and the Navy. Unless the context requires otherwise, the Army rank should be deemed to include equivalent ranks in the Navy and Air Force also.

*Para 85 of their Report No. 1—The Group Pay System (June 1971)

CHAPTER 50

SERVICE OFFICERS' PAY

The officers constitute a much larger proportion of all the personnel of the Armed Forces than is the case on the civil side. Taking the Armed Forces as a whole, the proportion of officers is 8.1% of the total personnel strength. Of the Central Government civilian employees, officers in Class I posts account for 0.7% and officers in Class II for 0.6% of the total. On the civil side, Class II officers are also promoted to Class I, and since the wastage for the former is greater due to later entry into Class I, the direct recruits to Class I progress faster and the promotion outlets are, in effect, improved. The Services lack this advantage as almost all the officers are recruited directly to Class I since there is no corresponding regular Class II Service as exists on the civil side. However, the provision for the grant of Short Service Commissions does serve this purpose to a slight extent.

2. The Service requirements for officers are however such that a larger proportion of jobs is accounted for by the junior and middle ranks where a high standard of physical and mental fitness is required. The Services, therefore, prefer to recruit young men direct to the officer corps. Only the Navy makes a somewhat liberal use of the system of promoting their personnel to the officer rank on the Special Duties List, such officers accounting for roughly 19.5% of the strength of the officers' cadre in the Navy. This percentage is 5 in the case of the Army and nil for the Air Force. However, each Service provides an avenue of advancement to the personnel below officer rank, and such of them as satisfy the prescribed standards the eligible for commissions.

3. The rank pyramid of the Service officers is very broad-based with a narrow peak. The Services have highlighted this point in their proposals in a graphic manner pointing out that it is not possible to assure to the Defence Service officers careers comparable to those offered by the Class I Civil Services. The need to develop officers for holding charge of important commands at a relatively young age requires that officers in large numbers must be discharged from the Services on retirement terms on their failing to win the rank of Lieutenant-Colonel and above by selection. Thus, a number of officers retire in the rank of Major or Lieutenant-Colonel (Time-Scale). Excluding the officers on the Special List or the Special Duties List, the number of officers who retired in the rank of Major or Lt-Colonel (Time-Scale) in the three Services during the last 5 years is given in the table below :

TABLE I*

	1966	1967	1968	1969	1970
Army	228	198	172	151	197
Navy . . .	17	25	26	20	15
Air Force . .	22	21	26	16	26

Similar information in respect of officers retiring in the rank of Lieutenant-Colonel (Selection) is as under :

TABLE II*

	1966	1967	1968	1969	1970
Army	97	157	140	165	149
Navy . . .	6	13	14	8	17
Air Force . .	38	28	27	38	29

4. Except for the officers in the special groups like the Army Medical Corps, Army Dental Corps, Army Veterinary Corps, Military Nursing Service and Air Force Officers of the General Duties Branch, all Service officers for the purpose of pay are borne on a common structure. The rank is the primary determinant of pay. Jobs of various types are thus remunerated equally if they are held by officers of the same rank. Up to the rank of Lt-Colonel, the remuneration is linked to a time-scale ensuring that all officers of the same rank and having the same length of service draw the same pay. Colonels-Brigadiers and Major-Generals are on pay scales and Lt-Generals and Generals are on fixed pays. The practice of attaching special pay to posts held by Service officers is rare. There are, however, many allowances and benefits in kind for Service officers and the "all-inclusive" character of the pay structure has largely disappeared.

5. All Service officers are entitled to dearness allowance and compensatory (city) allowance at the same rates as for civilians. The other allowances or benefits in kind given to Service officers are peculiar to them having been given after taking into account their conditions of service. At present Service Officers up to and including the rank of Brigadier are entitled to a Special Disturbance Allowance of Rs. 45 p.m. and Kit Maintenance Allowance (not subject to income-tax) of Rs. 50 p.m. In the matter of rent for accommodation and payment of water and electricity charges Service officers below the rank of Major-General are given substantial concessions in that they are to pay rent at 5% of pay for married

*These figures include officers who continued to serve in the Armed Forces on re-employment terms up to the age of 55 years.

officers occupying married accommodation and 2½% of pay for single officers occupying single accommodation or pooled assessed rent whichever is less. Water and electricity charges are recoverable at half the all-India flat rates for electricity and water.

6. The basic proposal made by the Services with regard to the pay scales of Service officers is that the relativity established for this purpose between the Service officers and the officers of the Class I Central Services and the Indian Police Service (IPS) was wrong. They have argued that the Defence Service officers and IPS officers should not be equated as their methods of recruitment, job content and conditions of service are completely different and that the functional roles of the two Services are not comparable. According to them, the Service officers should be equated with the officers of the Indian Administrative Service on the basis of the content of the profession of military officership, the qualification of military officers of today and their responsibilities. As for factors like turbulence, exposure to hazards and risks and truncated career, the Services feel that these should be compensated by grant of separate allowances and liberal retirement benefits.

7. In support of their demand, the Services have asserted that in the past their pay scales were fixed on a comparison with the pay scales prescribed for the highest civil service. This is not borne out by our examination. We find that the pattern of remuneration adopted for the KCIOs differed from that applicable to the officers of the Indian Civil Service and in fact the nexus was between the pay and allowances of British officers serving in the Indian Army and those of the KCIOs. This is also evident from the factual information furnished by the Services.

8. The Post War Pay Committee had explained that they framed their proposals for Service officers "having regard to the recommendations of the Central Pay Commission and particularly to the scales proposed for the Class I and all-India Police Service*." These proposals were formally approved by the Service Headquarters. The Raghuramiah Committee which was appointed after the Second Pay Commission mentioned** as follows .

"We consider that the accepted parallel between Defence Service officers and Class I Service of the Central Government, particularly the Indian Police Service, should be continued."

We find that on both these bodies the Services were represented and it is thus evident that the existing relativity between Service officers and the officers of the Class I and the IPS came to be established by bodies on which the Services were fully represented so that the Services Headquarters should be deemed to be parties to the conclusions arrived at. It is only from 1962 when the maximum of the

Major's scale was fixed at the same level as that of the senior scale of the IPS (which was made slightly higher than the senior scale of Class I Central Services) that this broad relativity acquired a new preciseness, and modifications in the IPS scales became the *raison d'être* for changes in the Armed Forces' scales at corresponding levels. We feel that this relativity with the IPS is only a working method for devising scales of pay for the Service officers and it does not mean that the functional roles of the two Services are the same. Nonetheless, it is to be noted that the IPS officers are perhaps the closest civilian analogue to the officers of the infantry, that in the para-military formations IPS officers and Army officers work side by side at various levels and that there is a working relationship between the two with reference to ranks.

9. We feel that it would be better to examine the question of pay scales for the Service officers on a consideration of the personnel composition of the Services. We have already noted the highly multi-functional character of the officers' cadre and the diversity of functions assigned to the Service officers belonging to the various occupational groups. To take such a multi-functional group of several thousands for equation with a single civilian service would be an inherently defective approach. Further, the rank structure for the Service officers is highly graded requiring a number of short scales to be devised for the various ranks. For this purpose, the pay structure of the Indian Administrative Service with its long senior scale† of pay will be particularly unsuitable. Thus, both from the standpoint of diversity of functions and the principles involved, the generality of Class I civil services including the Engineering and Medical Services, which have a combined strength of about 34000 would provide a better framework for a broad comparison than any single service.

10. We have also to take note of the wide range of functions and workloads as between the officers in different groups in the Services, the fact that some groups work longer hours than others and that some groups serve in field areas and in difficult terrain for much longer periods than their colleagues in the other branches. Further, Service needs fluctuate over time depending upon international conditions affecting our national security. Even during peace time, the troops have to be kept ready for combat which requires programmed training, closely simulating operational conditions, to be organised. This requirement, which affects the combat units more than it does the others, leads to periods of intense activity with long hours of work interspersed with relatively leaner periods. Since the pay structure cannot reflect these periodical variations and because it is advantageous on the whole to preserve the simplicity and uniformity of the existing pay structure we have to go by "averages" in respect of all these factors while devising the pay scales.

*Paragraph 9 of Enclosure IB of the Summary put up by the Chairman Post War Pay Committee

**Paragraph 25 of the Report of the Departmental Pay Committee (Raghuramiah Committee)

†Prof. Niharranjan Ray and Prof. A. K. Das Gupta have not agreed to a long senior scale for the IAS

11. We have earlier^a expressed our view that it is not necessary that each special factor of Service life should be recompensed by the grant of an allowance. Thus, the factors affecting Service officers generally should be compensated for in pay itself, unless there is considerable variation as between one group of officers and another. In this connection, we have examined in particular the need for continuing with the grant of Special Disturbance Allowance to all Service officers, whether married or single, up to and including the rank of Brigadier. The Special Disturbance Allowance, as its name implies, has been granted as a compensation for turbulence in Service life. The allowance was first introduced in 1950 at the rate of Rs. 30 p.m. The rate was revised in the year 1970 to Rs. 45 p.m. as a measure of immediate relief to Service officers, but without prejudice to the recommendations of the Pay Commission.

12. The Services have asked for the grant of Special Disturbance Allowance at higher rates of Rs. 100 per month for officers in the ranks of Captain and below and Rs. 150 per month for Majors and above. The proposal has been justified because of the turbulence of Service life and the liability to move at short notice which, due to its uncertainty, imposes emotional stresses and strains on the Service officer and his family.

13. We have tried to ascertain the circumstances in which this allowance came to be granted and find that it was part of several concessions granted in the year 1950 as a temporary measure to improve the earnings of Service officers without interfering with the pay scales introduced on the recommendations of the Post War Pay Committee. At that time, many of the ICOs were being brought down from their War-time scales of pay to the new scales and the grant of this concession among others helped to afford some relief to these officers.

14. To get a clear idea of the extent of turbulence in the life of a Service officer, we requested the Ministry of Defence to undertake a study on the basis of a random sample of officers having 20 to 23 years of service after 1947. Our analysis of the data furnished by the Service Headquarters in this respect gives the following results :

TABLE III

	No of officers in sample	Total number of moves	Average number of moves during 20-23 years
Army	271	3232	12
Navy	250	3547	14
Air Force	147	2133	15

15. To get an idea of inter-Service and inter-Branch variations in averages, we have worked out the figures separately for each Arm/Service/

Branch in the Army, Navy and Air Force. The results for each Service are given below :

TABLE IV
Average number of moves in each Arm or Service of the Army

<i>Arm or Service</i>	No. of officers in sample	Average number of moves during 20-23 years
1. Infantry	102	12
2. Army Service Corps	33	12
3. Army Ordnance Corps	32	11
4. Artillery	31	13
5. Engineers	22	13
6. Signals	16	12
7. Electrical & Mechanical Engineering	13	13
8. Armoured Corps	15	11
9. Army Educational Corps	4	10
10. Miscellaneous	3	9

Average number of moves in each branch of the Navy

<i>Branch</i>		
1. Executive	150	15
2. Electrical	27	12
3. Engineering	46	12
4. Supply & Secretariat	27	14

Average number of moves in each branch of the Air Force

<i>Branch</i>	Number of officers in sample	Average number of moves during 20-23 years
1. General Duties (Pilot)	63	17
2. General Duties (Navigator)	18	13
3. Technical (Engineering)	11	14
4. Technical (Electrical)	4	12
5. Technical (Signals)	11	13
6. Administrative and Special Duties	13	12
7. Technical (Armament)	5	11
8. Equipment	10	13
9. Accounts	6	11
10. Education	4	10
11. Meteorological	2	5

We find from the above that the extent of turbulence in the various arms and Services of the Army is roughly the same. In the Navy, the officers of the Executive branch seem to get transferred more frequently than others. In the Air Force the inter-branch variation is more and it is generally the officers of the General Duties branch who are subject to a greater number of transfers than the average.

16. We have also analysed the data relating to the period 1947-70 furnished by the Ministry of Defence to assess the length of time spent in the field areas by the Service officers in the different Services. In the Army, the average period of service in the field areas is the highest in the case of the infantry, followed by the Corps of Signals and the Armoured Corps. In the case of the infantry, the average period spent in field areas, inclusive of the time spent by the officer at home on 2 months' annual leave, works out to less than one-third of the entire length of service. Thus, even in the case of the infantry officers more than two-third of the service period on an average is spent in a peace station. Army officers in certain Corps and Services, on an average, spend very little time in the field areas. In the Navy, officers of the Executive Branch serve at sea for longer periods than others and, on an average, the period spent in establishments afloat works out to more than one-third of the total length of service. In the case of Air Force, the period spent in field areas has not much meaning as it is only during operations or alert that an Air Force Station is generally declared as a field area. Accordingly, the average time spent by Air Force officers in field areas is much less than the other two Services.

17. It is of course true that the extent of turbulence in Service life depends largely on extraneous circumstances such as the military postures of other countries and operational needs. During the period for which we have obtained data, the level of operational activity has not been abnormally low, and it might be reasonable to assume that in future also there will be no great change. On this assumption, it would be difficult to say that the extent of turbulence in the Armed Forces is such as to justify an increase in the existing rate of Special Disturbance Allowance as has been demanded. It should also be recalled that when Service officers are posted to field areas they are entitled to certain special benefits, such as the grant of a Separation Allowance for married personnel and provision of free food and accommodation in the field area. On transfer to a peace station, if married accommodation is not available at the new place of posting, the family can be retained at the old station in the same residential accommodation. Further, in such cases the officer himself is entitled to free single accommodation in the new station. We are of the view that the facilities available to the Service Officers are additional factors which preclude any increase in the Special Disturbance Allowance.

18. On the other hand, it appears to us that, taken as a whole, the extent of turbulence offset by the facilities available does not provide sufficient justification for the retention of the Special Disturbance Allowance. We also have to point out that this allowance is not related to the degree of turbulence, but is being granted to all Service officers up to and including the rank of Brigadier, and no distinction is made as between officers serving in various branches or between married and single officers. We are convinced that the continuance of a Special Disturbance Allowance as a separate entity is unjustified because it is generally admissible to all but the highest

ranks, and because of the other factors detailed above. We would, however, hesitate to recommend total abolition of this longstanding allowance as it may result in an immediate loss of emoluments. We have accordingly recommended a higher starting salary for Commissioned Officers as compared to officers of the Civilian Class I Service, and have also taken the existing rate of this allowance into account in fixing the new scales of pay.

Officers of the General Cadre

19. "Officer of the general cadre" is a term used to describe all officers in the Army except those in the Army Medical Corps, Army Dental Corps, Veterinary officers and Nursing officers; it covers all Naval officers except those in the Naval Aviation branch; and officers of the Air Force except those in the Flying branch. All the Service officers of the general cadre are borne on a common pay structure except for a slight variation for the first two ranks in the case of Naval officers. The existing pay structure consists of time-scales linked to years of service up to the rank of Lieutenant-colonel as indicated in the table below :

TABLE V

(in Rupees per month)

Year of Service as an officer	Pay Scale				
	2nd Lieut.	Lieut	Captain	Major	Lieut. Colonel
					Acting Substantive
1st	400				
2nd	400				
3rd		450(a)			
4th		480	630(a)		
5th		510	670		
6th		540(b)	710		
7th			750		
8th			790		1100(c)
9th			830		1300
10th			870	920(a)	1300
11th			910	960	1300
12th			950	1000	1300
13th			990(b)	1040	1300
14th				1050	1300
15th				1050	1300
16th				1100	1300 1300(a)
17th				1100	1350 1350
18th				1150	1350 1350
19th				1150	1400 1400
20th				1200	1400 1400
21st				1200	1450 1450
22nd				1250	1450 1450
23rd				1250	1500(d) 1500(d)
24th				1300(b)	

(a) Minimum rate for the substantive rank.

(b) Maximum rate for the substantive rank.

(c) Minimum rate for the paid acting rank.

(d) Maximum rate for the rank.

Lieut. Col. (Time-scale) gets a fixed pay of Rs 1400 p m

The prescribed pays for the higher ranks, whether held in an acting or substantive capacity, are as under .

Colonel	Rs. 1550-60-1730-100-1930
Brigadier	Rs. 1950-100-2150
Major General	Rs. 2500-125/2-2750
Lt. General	Rs. 3000
General	Rs. 3500

In the Navy, the pay scale of the Captain, *viz*, Rs. 1550-1610-1670-1730-1790-1850-1950-2050-2150, covers the pay range spanned by the scales prescribed for the Colonel and Brigadier in the Army. Army Commanders and the Vice-Chief of Army Staff receive a special pay of Rs. 250 per month in addition to the pay of a Lt. General. The Service Chiefs, who are in General's rank, are being allowed a salary of Rs. 4,000 per month as personal to them.

20 As regards the starting salary we have recommended for Class I Service and taking note of the existing rate of Special Disturbance Allowance of Rs. 45 per month, we recommend that the Service officers should start at a salary of Rs. 750 per month. In devising the pay scales up to the rank of Lieutenant Colonel, we have not considered it necessary to suggest changes in the length of the time-scales or the periods prescribed for acting and substantive promotions. Further we have attempted to preserve the existing differentials between the successive ranks. At the level of Major, we felt that the maximum should be fixed somewhat liberally considering the fact that this might be the highest rank reached by some of the Service officers. This has necessitated our reducing the differential between the ranks of Major and Lieutenant Colonel from Rs. 200 to Rs. 150 per month. We have also ensured that the order of increases afforded to Service officers is such as would compare favourably with the increases given to the officers of the Class I Service.

21 We recommend the following time-scales of pay for the Service officers up to the rank of Lieutenant Colonel in the Army and equivalent ranks in the Air Force :

TABLE VI

(in Rupees per month)

Year of Service	2nd Lieut.	Lieut	Captain	Major	Acting Lt Col	Substantive Lt. Col
1	2	3	4	5	6	7
1st	750					
2nd	790					
3rd		830				
4th		870	1020			
5th		910	1060			
6th		950	1100			
7th			1150			
8th			1200		1500	
9th			1250		1700	

1	2	3	4	5	6	7
10th			1300	1350	1700	
11th			1350	1400	1700	
12th			1400	1450	1700	
13th			1450	1500	1700	
14th				1500	1700	
15th				1550	1700	
16th				1550	1700	1700
17th				1600	1750	1750
18th				1600	1750	1750
19th				1650	1800	1800
20th				1650	1800	1800
21st				1700	1850	1850
22nd				1700	1850	1850
23rd				1750	1900	1900
24th				1750		

Lieutenant-Colonel (Time-scale) should be given the fixed pay of Rs. 1,800 p m

22 We recommend the following for officers up to the rank of Commander in the Navy .

TABLE VII

(in Rupees per month)

Year of service as an officer	Acting Sub Lt	Sub. Lt	Lieut	Lieut Commander	Acting Commander	Substantive Commander
1st	750					
2nd		830				
3rd		870				
4th			1020			
5th			1060			
6th			1100			
7th			1150			
8th			1200			
9th			1250			
10th			1300	1350		
11th			1350	1400	1700	
12th				1450	1700	
13th				1500	1700	
14th				1500	1700	
15th				1550	1700	
16th				1550	1700	
17th				1600	1750	1750
18th				1600	1750	1750
19th				1650	1800	1800
20th				1650	1800	1800
21st				1700	1850	1850
22nd				1700	1850	1850
23rd				1750	1900	1900
24th				1750		

23 Following the revision of the DIO's scale from Rs. 1600-100-1800 to Rs. 1600-100-2000 the pay scales of Colonels and Brigadiers were also revised

with effect from 1-7-1969. On the Armed Forces side, the revisions were as follows .

	Scale prior to 1-7-1969 (Rs.)	Scale with effect from 1-7-1969 (Rs.)
Colonel	1550-60-1730	1550-60-1730-100-1930
Brigadier	1750-100-1950	1950-100-2150

In the case of Captains in the Navy, the revision was under .

Scale prior to 1-7-1969	Scale with effect from 1-7-1969
Rs. 1550-1610-1670-1730- 1790-1850-1950	Rs. 1550-1610-1670-1730- 1790-1850-1950-2050-2150

24. It is seen from the above that while in the case of the Colonel only the maximum of his scale was raised to correspond to the improvement in the maximum of the scale of DIG the minimum of the scale of the Brigadier was also improved by Rs. 200 to preserve the existing differential. In the process, the time-span of the Colonel's scale has been increased in 1969 from 4 years to 6 years. There is scope, therefore, for reducing the length of the time-span in the case of Colonels in the Army, Group Captains in the Air Force and Captains in the Navy.

25. We recommend for the Colonel in the Army and Group Captain in the Air Force the scale of Rs. 1950-75-2175 and for the Brigadier in the Army and Air Commodore in the Air Force the scale of Rs. 2200-100-2400. For Captain in the Navy, we recommend the scale of Rs. 1950-75-2100-100-2400.

26. Except for the grant of certain benefits, which we cover in a subsequent chapter, we do not recommend any change in the salaries prescribed for officers in the rank of Major-General and above in the three Services.

PAY OF SPECIAL GROUPS

27. We now deal with those groups of Service officers who have been provided with special scales of pay for certain reasons. The special groups can be divided into three broad categories : (i) officers of the flying branches in the Air Force and the Navy; (ii) doctors, dentists, and the veterinary officers; and (iii) the officers of the Military Nursing Service.

Officers of the Flying Branch

28. In the Indian Air Force, the pilots and navigators are borne on the General Duties Branch, now referred to generally as the Flying Branch. The existing time-scales of pay of these officers are given in the table below .

TABLE VIII

(in Rupees per month)

Year of service as an officer	Pay Scale				
	Pilot Officer	Flying Officer	Flight Lieut	Squa- dron Leader	Wing Commander
					Acting Sub- stantive
1	475				
2	475	535(a)			
3		565	670(a)		
4		595	710		
5		625(b)	750		
6			790		
7			830		
8			870	920(a)	1100(c)
9			910	960	1300
10			950	1000	1300
11			990(b)	1040	1300 1300(a)
12				1050	1350 1350
13				1050	1350 1350
14				1100	1400 1400
15				1100	1400 1400
16				1150	1450 1450
17				1150	1450 1450
18				1200	1500(d) 1500(d)
19				1200	
20				1250	
21				1250	
22				1300(b)	

(a) Minimum rate for the substantive rank.

(b) Maximum rate for the substantive rank.

(c) Maximum rate for the paid acting rank.

(d) Maximum rate for the rank.

29. The starting salary of the Pilot Officer (equivalent to the 2nd Lieutenant in the Army) is Rs. 75 more than the standard rate for the rank. This lead in pay is retained in the next rank of Flying Officer, but for the higher ranks, the pay scales conform to the standard Service scales prescribed for equivalent ranks of officers of the general cadre, except that the officers of the Flying Branch reach the prescribed stages of pay earlier than others. Thus, the maximum pay in the ranks of Flying Officer, Flight Lieutenant, Squadron Leader and Wing Commander is attainable after 5, 11, 22 and 18 years respectively as compared to 6, 13, 24 and 23 years respectively in the case of officers of the general cadre. This quicker progression on the time-scale is provided to officers of the Flying Branch because it is considered to be in the Service interest to advance them to the senior ranks at a relatively younger age, so that the senior operational jobs are held by them while still young and able to cope with the exacting demands of military flying on their physical and mental faculties.

30. The Naval officers borne on the Aviation Branch are allowed, more or less, the same scales of pay as the IAF officers of the Flying Branch.

except for minor differences in the length of service in the first two Naval ranks for Acting Sub-Lieutenant and Sub-Lieutenant

31. We feel that a differential in pay in favour of officers of the Flying Branch should be continued considering the special reasons involved, viz, the exceptional risks and demands of their work and the need for attracting persons of the requisite calibre to operational flying. There is a case, however, for reducing the existing differentials in pay in view of the fact that we have substantially improved the starting salaries of all Service officers and the increase in the rate of flying bounty that we are separately recommending. We recommend the following scales of pay for the IAF officers of the Flying Branch up to the rank of Wing Commander :

TABLE IX

(in Rupees per month)

Year of Service	Pay Scale				
	Pilot Officer	Flying Officer	Flt. Lieut.	Squadron Leader	Wing Commander
					Acting Substantive
1	800				
2	840	900			
3		940	1060		
4		980	1100		
5		1020	1150		
6			1200		
7			1250		
8			1300	1350	1500
9			1350	1400	1700
10			1400	1450	1700
11			1450	1500	1700 1700
12				1500	1750 1750
13				1550	1750 1750
14				1550	1800 1800
15				1600	1800 1800
16				1600	1850 1850
17				1650	1850 1850
18				1650	1900 1900
19				1700	
20				1700	
21				1750	
22				1750	

32. On the same basis, we recommend the following scales for officers of the Naval Aviation Branch up to the rank of Commander .

TABLE X

(in Rupees per month)

Year of Service	Acting Sub-Lt.	Sub-Lt.	Lieut.	Lieut. Commander	Commander	
					Acting	Substantive
1	800					
2		900				
3		940	1060			
4			1100			
5			1150			
6			1200			
7			1250			
8			1300	1350		
9			1350	1400		
10			1400	1450		
11			1450	1500	1700	
12				1500	1750	1750
13				1550	1750	1750
14				1550	1800	1800
15				1600	1800	1800
16				1600	1850	1850
17				1650	1850	1850
18				1650	1900	1900
19				1700		
20				1700		
21				1750		
22				1750		
23				1750		
24				1750		

* For the higher ranks, the pay scales should remain the same as the standard Service scales.

Officers of the Army Medical Corps

33 The existing pay scales for the officers of the Army Medical Corps up to the rank of Brigadier are as indicated below

TABLE XI

(in Rupees per month)

Year of Service as an officer	(Substantive Rank) Pay Scale		Pay Scale	
			Lieut	Colonel
	Lieut.	Captain	Major	Acting Substantive
1	500	640(a)		
2		680		
3		720		
4		760		
5		800	950(a)	
6		840	950	
7		880	1000	
8		920(b)	1000	1100(c)
9			1050	1300
10			1050	1300
11			1100	1300
12			1100	1300
13			1150	1300
14			1150	1300
15			1200	1300 1300(a)
16			1200	1350 1350
17			1250	1350 1350
18			1250	1400 1400
19			1300(b)	1400(d) 1400
20				1450
21				1450
22				1500(d)

(a) Minimum rate for the substantive rank.

(b) Maximum rate for the substantive rank.

(c) Minimum rate for the acting rank.

(d) Maximum rate for the rank

Colonel and above (acting or substantive)

Pay (Rs. p. m.)

Colonel	1550-60-1730-100-2030
Brigadier	2050-100-2150
Major-General	2500-125/2-2750
Lt.-General	3000

34. Doctors commissioned into the Defence Services have always been enjoying higher rates of remuneration than the standard Service pays. This is justified on the ground that doctors enter military service at a much later age than others, and after spending considerable time and money in obtaining the necessary medical qualifications. Later, the promotion prospects of the medical officers become less favourable because they are not eligible for staff and command appointments in the general cadre. The Army Headquarters and the Expert Cell have argued in favour of the existing differentials.

35. We have been informed that difficulties have been experienced in recruiting Service doctors in sufficient numbers despite the introduction of special schemes for the purpose. The table below gives the data pertaining to the recruitment years 1964-69.

TABLE XII

Year	Number called for interview	Number appeared in interview	Number selected	Number joined
1964	337	240	228	206
1965	1039	890	718	466
1966	465	432	380	378
1967	400	286	244	237
1968	343	291	232	212
1969	842	509	408	300

It is seen from the above that the medical graduates are not coming forward to join the Army Medical Corps (AMC) in sufficient numbers and that many of the candidates selected do not take up the appointment offered. There is similar lack of response from the non-regular medical officers (Short Service Commission and Emergency Commission) to offers of permanent Commission. It has been reported that the working of the Compulsory Service Liability Scheme for the doctors of the State Medical Services, which was introduced in 1968, has not been very encouraging. The percentage of deficiency in the strength of the AMC has been on the increase in recent years; it was over 18% in the years 1969 and 1970.

36. In our view, improved pay scales alone might not provide the answer to this problem. During our discussions and visits we formed the impression that medical officers in the Services, particularly the specialists, feel that opportunities to improve their professional skills, are not available in the Armed Forces to the extent that they exist on the civil side. It would be advantageous to consider ways and means for providing such opportunities to the medical officers in the Services so that they do not get the feeling of being isolated from the mainstream of developments occurring in their profession. In devising the pay scales of the AMC officers, we have kept in mind their existing favourable differentials vis-a-vis the senior officers of the general cadre as also the pay scales being recommended for the medical services on the civil side.

37. We recommend the following scales of pay for AMC officers up to Brigadiers' rank .

TABLE XIII

(in Rupee per month)

Year of Service	Pay scale				
	Lieut.	Captain	Major	Lieut Colonel	
				Acting	Substantive
1	900	1050			
2		1100			
3		1150			
4		1200			
5		1250	1400		
6		1300	1400		
7		1350	1450		
8		1400	1450	1500	
9			1500	1700	
10			1500	1700	
11			1550	1700	
12			1550	1700	
13			1600	1700	
14			1600	1700	
15			1650	1700	1700
16			1650	1750	1750
17			1700	1750	1750
18			1700	1800	1800
19			1750	1800	1800
20				1850	
21				1850	
22				1900	
	Colonel			1950-75-2250	
	Brigadier			2300-100-2400	

In the ranks of Major-General and Lt General, the AMC officers should as at present be at par with officers of the corresponding ranks in the general cadre

38. AMC officers up to the rank of Brigadier are also entitled to the Specialist Pay on the fulfilment of the prescribed conditions. Specialist Pay is admissible at the following rates :

Graded Specialists	Rs. 100 p.m.
Classified Specialists	Rs. 150 p.m.
Professors, Advisers & Consultants	Rs. 200 p.m.

Separate scales of pay have not been provided for Specialists in the AMC as is the case in the Central Health Service. We have been informed that such a step would not be feasible in the context of the rank structure of the Army Medical Corps. We were informed that Specialist officers in the AMC had few chances of promotion and many were having to retire in the rank of Lt-Colonel. We find that recently the position has been improved by creating a certain number of senior appointments available to Specialists of the AMC. We have examined the restructuring of the Specialist cadre effected as recently as December 1972 and feel that the promotion prospects of the Specialists should now improve significantly. We recommend no change in the existing rates of Specialist Pay.

39. AMC officers are also entitled to Non-Practising Allowance at the following rates :

For the first 7 years	25% of pay
From the 8th to 15th year of service	33-1/3% of pay
From the 16th year onwards	50 % of pay

There is an overall ceiling of Rs 600 on the amount of Non-Practising Allowance (NPA)

40. We have examined the subject of NPA in detail in relation to the doctors in the civilian services wherein we have opted for flat rates instead of percentages. We feel that for the AMC officers also flat rates would be preferable and that in their case the rates of NPA could be related to the various ranks. We have proceeded on this basis and worked out the rates in such a manner as to maintain, by and large the existing level of this allowance. Accordingly, we recommend the following rates :

Lieutenant	Rs. 200 p.m.
Captain	Rs. 250 p.m.
Major	Rs. 400 p.m.
Lt. Colonel and above	Rs. 600 p.m.

Army Dental Corps

41. The existing pay structure for the officers of the Army Dental Corps (ADC) up to the rank of Lt-Colonel is given below

TABLE XIV

(in Rupees per month)

Year of Service as an officer	(Substantive Rank) Pay Scale			Lt-Colonel Pay scale	
	Lieut	Captain	Major	Acting	Substantive
1	480(a)	610(a)			
2	510	650			
3	540(b)	690			
4		730			
5		770			
6		810			
7		850	950(a)		
8		890	950	1100(c)	
9		930	1000	1300	
10		970(b)	1000	1300	
11			1050	1300	
12			1050	1300	
13			1100	1300	
14			1100	1300	
15			1150	1300	
16			1150	1300	
17			1200	1300	1300(a)
18			1200	1350	1350
19			1250	1350	1350
20			1250	1400	1400
21			1300(b)	1400	1400
22				1450	1450
23				1450	1450
24				1500(d)	1500(d)

(a) Minimum rate for the substantive rank

(b) Maximum rate for the substantive rank.

(c) Minimum rate for the acting rank

(d) Maximum rate for the rank.

ADC officers above the rank of Lt.-Colonel are on the pay scales prescribed for the AMC officers of equivalent rank.

42. The reasons for providing special scales of pay to dentists are the same as in the case of the doctors. The ADC officers are provided slightly lower scales of pay than the AMC officers and we feel that the existing relativities between the officers of the AMC and the ADC should be continued.

43. We recommend the following scales of pay for the ADC officers up to the rank of Lt.-Colonel :

TABLE XV

(in Rupees per month)

Year of Service	Pay Scale				
	Lieutenant	Captain	Major	Lt.-Colonel	
				Acting	Substantive
1	870	1020			
2	910	1060			
3	950	1100			
4		1150			
5		1200			
6		1250			
7		1300	1400		
8		1350	1400	1500	
9		1400	1450	1700	
10		1450	1450	1700	
11			1500	1700	
12			1500	1700	
13			1550	1700	
14			1550	1700	
15			1600	1700	
16			1600	1700	
17			1650	1700	1700
18			1650	1750	1750
19			1700	1750	1750
20			1700	1800	1800
21			1750	1800	1800
22				1850	1850
23				1850	1850
24				1900	1900

For officers of the ADC in the rank of Colonel and above, the pay scales should be the same as for the AMC officers.

44. In the case of ADC officers, Non-Practising Allowance, subject to a minimum of Rs 150 and a maximum of Rs. 400 p.m. is admissible at the following rates :

- For the first 7 years of service . . . 25% of pay
 From the 8th year onwards . . . 33-1/3% of pay

On the analogy of the system proposed for the grant of NPA to AMC officers, we recommend that

officers of the ADC should get it at the following rates for each rank :

Lieutenant	Rs. 175 p.m.
Captain up to 7 years' Commissioned service	Rs 250 p.m
Captain with more than 7 years' commissioned service and higher ranks	Rs 400 p.m.

Veterinary Officers

45. The Veterinary Officers recruited to the Army are classified in two groups. The first group comprises officers of the Army Veterinary Corps for which the entry qualification is a degree in Veterinary Science. The officers of the Army Veterinary Corps are on the same scales of pay as the Army Dental Corps. We recommend that this parity should continue. At present, Veterinary Officers are not entitled to NPA. The Services have proposed that these officers should also be granted NPA. We are not however convinced of the need for grant of NPA in these cases and we therefore recommend that the *status quo* should prevail.

46. As regards the Licentiate Veterinary officers, their prescribed pay scales are given below

TABLE XVI

(in Rupees per month)

Year of Service	Pay Scale						
	2nd		Lieut.	Captain	Major	Lt.-Colonel	
	Lieut.	Lieut.				Acting	Substantive
1	350						
2	350						
3			400				
4			430				
5			460				
6			490				
7				650			
8				690		1000	
9				730		1200	
10				770		1200	
11				810		1200	
12				850		1200	
13				890		1200	
14					950	1200	
15					1000	1200	
16					1000	1200	
17					1050	1250	
18					1050	1250	
19					1100	1300	
20					1100	1300	
21					1150	1350	
22					1150	1350	
23					1200	1400	
24					1200		1400
25					1250		1450

47. The above scales are lower than the standard Service scales. Keeping the existing differentials in view, we recommend the following revised scales of pay for the Licentiate Veterinary Officers :

TABLE XVII

(in Rupees per month)

Year of Service	Pay Scales				
	2nd Lieut.	Lieut.	Captain	Major	Lt.-Colonel
					Acting Sub-lt.
1	700				
2	740				
3		780			
4		820			
5		860			
6		900			
7			1060		
8			1100		1400
9			1150		1600
10			1200		1600
11			1250		1600
12			1300		1600
13			1350		1600
14				1400	1600
15				1450	1600
16				1450	1600
17				1500	1650
18				1500	1650
19				1550	1700
20				1550	1700
21				1600	1750
22				1600	1750
23				1650	1800
24				1650	1800
25				1700	1850

Military Nursing Service

48. Army ranks were assigned to women nurses recruited to the Military Nursing Service only in 1959. The existing pay structure of this Service is as under :

TABLE XVIII

(in Rupees per month)

Year of service as an officer	Pay Scale	
	Lieut (Nursing Sister)	Captain (Senior Sister)
	1	2
1		300
2		310
3		320
4		330
5		340

(in Rupees per month)

1	2	3
6	350	
7	360	
8	370	395
9	380	410
10		425
11		440
12		455
13		470
14		485
15		500
16		500
17		500

Higher Ranks	Pay Scale Rs. p.m.
Major (Matron)	550-20-630
Lt.-Colonel (Principal Matron)	810-30-900
Colonel (Command Principal Matron)	920-40-1000
Brigadier (Matron-in-Chief)	1050-50-1200

49. Nursing officers are entitled to the same benefits as other Service officers in respect of leave, travel concessions, field service concessions and the grant of Special Disturbance Allowance. In addition, they are entitled to the provision of single furnished accommodation and allied services free of charge including provision of mess servants. Inclusive of these benefits, the emoluments of the members of the Military Nursing Service (MNS) come to within 70% to 83% of the emoluments of Service officers holding equivalent ranks in the general cadre.

50. The Army Headquarters have suggested that the existing concessions special to MNS officers should be withdrawn and they should be given the rates of pay prescribed for the Service officers of the general cadre with a variable percentage reduction ranging from 10% in the case of Lieutenant to 20% for a Brigadier. We feel that it would be a better arrangement to provide comprehensive rates of pay to the MNS officers and do away with the provision of free services as regards accommodation, mess servants etc. We do not agree, however, with the suggestion that the pay of MNS officers should be derived in accordance with a percentage formula from the standard Service scales. We feel that the considerations relevant to the determination of pay of Service officers of the general cadre are not fully applicable in the case of nursing officers and that greater regard needs to be paid in their case to the remuneration fixed for nurses on the civil side. In devising the pay scales for MNS officers, we have kept this in mind as also the fact that they will now be having to pay for accommodation, mess servants and allied services at the rates prescribed for Service officers generally.

51. We recommend the following scales of pay for the officers of the MNS up to the rank of Brigadier :

TABLE XIX

(in Rupees per month)

Year of Service	Pay Scale	
	Lieutenant (Nursing Sister)	Captain (Senior Sister)
1	650	
2	670	
3	690	
4	710	
5	730	
6	750	
7	770	
8	790	825
9	810	850
10		875
11		900
12		925
13		950
14		975
15		1000
16		1000
17		1000
Higher Ranks	Pay Scales	
Major	Rs. 1040-40-1200	
Lt-Colonel	Rs. 1300-50-1450	
Colonel	Rs. 1500-50-1600	
Brigadier	Rs. 1650-50-1800	

With the introduction of the revised scales of pay recommended by us, the provision of free services special to MNS officers should be withdrawn and MNS officers should be treated like other Service officers in the matter of accommodation and allied services.

52. Officers of the Military Nursing Service (Local) are generally recruited for service at one station. They are not liable for field service or transfer to another place. MNS (Local) officers are remunerated in the pay scale prescribed for the Lieutenant of MNS, viz., Rs. 300-10-380. They are not eligible for the grant of Special Disturbance Allowance nor are they provided with accommodation, mess servants and allied services free of charge. It would not be appropriate, therefore, to give the same pay scales to officers of MNS (Local) as recommended by us for the Lieutenant of the MNS. Keeping in view the scale recommended by us on the civil side and the existing emoluments of MNS (Local) officers, we recommend the revised scale of Rs. 540-20-700.

53. Another group of officers who are given special scales of pay are in the Navy. This group consists of the Naval personnel promoted to officer's

rank and placed previously on the General List of officers (Ex-Branch List) and now on the Special Duties List. Their current scales of pay are given below :

TABLE XX

(in Rupees per month)

Year of Service	Lieutenant (Ex-Branch List)	Lt - Commander (Ex-Branch List)	Commander (Ex-Branch List)
On promotion	630	1000	1400
After 1 year service as such	670	1000	1450
" 2 " " "	710	1050	1450
" 3 " " "	750	1050	1500
" 4 " " "	790	1100	1500
" 5 " " "	830	1100	
" 6 " " "	870	1100	
" 7 " " "	910	1150	
" 8 " " "		1200	
" 9 " " "		1200	
" 10 " " "		1250	
" 11 " " "		1250	
" 12 " " "		1300	

In the case of the former, only a few officers remain and their special scales consist of stages found in the scales prescribed for officers of the general cadre, but the linkage with the length of service is quite different. We recommend the following scales of pay for these officers :

TABLE XXI

(in Rupees per month)

Year of Service	Lieutenant (Ex-Branch List)	Lt.- Commander (Ex-Branch List)	Commander (Ex-Branch List)
On promotion	1020	1450	1800
After 1 year service as such	1060	1450	1850
" 2 " " "	1100	1500	1850
" 3 " " "	1150	1500	1900
" 4 " " "	1200	1550	1900
" 5 " " "	1250	1550	
" 6 " " "	1300	1550	
" 7 " " "	1350	1600	
" 8 " " "		1650	
" 9 " " "		1650	
" 10 " " "		1700	
" 11 " " "		1700	
" 12 " " "		1750	

54. For Naval officers borne on the Special Duties List, the pay scale differs only in the case of the Acting Sub-Lieutenant. For Naval Officers commissioned directly, the scale for the Sub-Lieutenant has only two stages because normal promotion to the rank of Lieutenant is assured in their case. This is not so for the Acting Sub-Lieutenant of the Special Duties List and for this reason his scale carries all the four stages of the corresponding scale devised for officers of the general cadre in the Army and Air Force. We see no reason to suggest any change in the existing practice. We recommend the following scales for Naval officers borne on the Special Duties List.

TABLE XXII

	(in Rupees per month)
Acting Sub-Lieutenant (SD) (while on probation)	750
Acting Sub-Lieutenant (SD)/Temporary Sub-Lieut (SD)	830-40-950
Lieutenant (SD)	1020-40-1100-50-1350
Lt-Commander (SD)	1450-50/2-1750
Commander (SD)	1750-50/2-1900

CHAPTER 51

PAY STRUCTURE OF PERSONNEL BELOW OFFICER RANK

The personnel below officer rank in the Armed Forces are remunerated in accordance with what may be described as the group pay system. For purposes of pay, the personnel in the Army belonging to over 200 different trades, are grouped within eight pay groups. In the other Services, the number of trades is less and the number of pay groups is four in the Navy and five in the Air Force. Each pay group corresponds to a well-defined level of skill or entry qualification. In this sense, the pay structure of Servicemen reflects a greater degree of order than the pay structure on the civil side. In several other respects, however, the service pay structure is more complex because of the multi-graded rank structure and the need for providing rewards for good service and for achieving greater proficiency in the case of sepoy and NCOs in the Army.

2 Although the Services have made suggestions for rationalising the pay groups and for the reallocation of certain trades into these groups, they have not questioned the validity of the group pay system. We have also re-examined the matter in the light of our conclusion that Service pay should be determined on 'comparability' considerations. One defect in the group pay system is that several trades have necessarily to be allocated to one pay group with the result that the Service rate prescribed for each individual trade cannot in every case be determined on a comparison with the civilian rate for the same trade. This disadvantage is counter-balanced by the standardisation in rates under the group pay system and the avoidance of a multiplicity of pay scales. These are significant advantages, considering the importance of rank in the Services and the closeness of Service life. Accordingly, we have formulated our proposals on the basis that the group pay system will continue. We find that the group pay system or the similar system of pay bands, is a common pattern in the foreign countries for which we have been able to gather information.

3. Since the pay structure has to be closely linked with the rank structure and career pattern in each Service, certain inter-Service differences in pay structure are inescapable. We have described in other chapters* the differences in the level of entry qualifications and the variations in the ages of enrolment and lengths of colour service laid down in the three Services for different groups of Servicemen. These differences impose their own requirements and influence the structure of emoluments. For instance, the Army which does not ordinarily insist

on formal qualifications prior to enrolment finds it necessary to prescribe a number of educational examinations and technical tests to bring the recruits up to the requisite standard. The Army finds it necessary to provide financial incentive to induce soldiers to improve their class in the pay group by passing the prescribed tests and examinations. As this requirement is operative for soldiers below the JCO* rank, the present pay structure devised for the Army personnel in these ranks viz, the sepoy and the NCOs**, differs materially from the structure devised for their counterparts in the Navy and Air Force. This can be readily discerned from the existing pay structure described below :—

TABLE I
ARMY

Rates of pay

(i) Junior Commissioned Officers

Group	Naib Subedar	Risaldar/ Subedar	Risaldar Major/ Subedar Major
(Rs. per month)			
A	180-6-198	225-10-255	312
B	163-5-178	206-10-236	312
C	153-5-168	196-10-226	312
D	143-5-158	186-10-216	312
E,F,G,H,	130-5-145	173-10-203	297

(ii) Junior Commissioned Officers with Honorary Rank as Commissioned Officers

	(Rs. per month)
Honorary Lieutenant	470
Honorary Captain	570

(iii) Other Ranks

Trained Soldiers' Pay —
(Lowest Rank)

Group	Class 4	Class 3	Class 2	Class 1
(Rs. per month)				
A	—	109	119	127
B	70	89	99	109
C	65	75	89	99
D	60	65	75	89
E	—	60	65	70
F,G,H,	—	55	60	65

NOTE.—Annual increments at the rate of Re. 1 p.m. are admissible to Other Ranks (including Non-Commissioned Officers) restricted to 20 for Other Ranks and 15 for NCO rank.

*Chapters 49 and 53

*JCO—Junior Commissioned Officer.

**NCO—Non-Commissioned Officer.

v) Rank/Appointment Pay	(Rs. p m)
Lance Naik	5
Naik	10
Naik holding appointment of Lance Havildar	15
Havildar	20
Havildar holding the appointment of Company Havildar Major or Company Quartermaster Havildar	25
Havildar holding the appointment of Regimental Quartermaster/Battalion Quartermaster Havildar	27.50
Havildar holding the appointment of Battalion Havildar Major	30

TABLE II

NAVY

Pay and Allowances of Sailors

GROUP A

Branches—All Artificers and Mechanics

Artificers		Rs. p m.
1	2	3
Apprentice	1st year	58
Apprentice	2nd year	63
Apprentice	3rd year	68
Apprentice	4th year	73
Artificer	V Class	104
Acting Artificer	IV Class	132
Artificer IV Class	Mechanician IV Class	150-5-155
Artificer III Class	Mechanician III Class	165-5-175

1	2	3	Rs. p. m
Artificer II Class	Mechanician II Class		188-5-208
Artificer I Class	Mechanician I Class		218-5-233
Chief Artificer	Chief Mechanician		257-10-287
Master Chief Petty Officer II			277-10-307
Master Chief Petty Officer I			317-10-347
Naval Aviation Sailors			
			Rs
Boy on enrolment			23
Boy on completion of initial training			25
Boy sea going			38
Ordinary Rate			97
Able Bodied Rate			107
Leading Seaman Rate			127-5-137
Petty Officer Rate			165-5-180
Chief Petty Officer Rate			203-5-218
M.C.P.O. II			252-10-282
M.C.P.O. I			292-10-322

(Rs per month)

	Ordinary under training	Ordinary after training	Able bodied	Leading Seamen
Sailor Group B	72	89	92-5-97	102-5-112
Sailor Group C	63	66-1-67	74-1-80	99-2-109
Petty Officer Rate (in either group)				130-5-145
Chief Petty Officer Rate (in either group)				160-5-175
M.C.P.O. II				190-10-210
M.C.P.O. I				220-10-250

TABLE III

AIR FORCE

Rates of Pay

i) Trained Airmen's rates of pay

(Rs. per month)

Ranks	Group I	Group II	Group III	Group IV	Group V
AC 2	117	97	78	72	62
AC 1	127	107	89	78	64
AC	140-5-150	117-5-122	92-5-97	92-5-97	68-1-74
CPL	170-5-180	140-5-150	102-5-112	102-5-112	93-2-105
Sgt.	203-5-218	165-5-180	130-5-145	130-5-145	130-5-145
7/Sgt.	233-6-257	203-5-218	160-5-175	160-5-175	160-5-175
W/O	277-10-307	252-10-282	190-10-210	190-10-210	190-10-210
M.W/O	317-10-347	292-10-322	220-10-250	220-10-250	220-10-250

ii) Warrant Officers and Master Warrant Officers granted Honorary Commissions

Honorary Flying Officer Rs. 470 p.m.

Honorary Flight Lieutenant Rs. 570 p.m.

4. For purposes of inter-Service comparisons, the following rank equations are generally adopted :

<i>Army</i>	<i>Navy</i>	<i>Air Force</i>
Subedar Major	MCPO I	Master Warrant Officer
Subedar	MCPO II	Warrant Officer
Naib Subedar	Chief Petty Officer	Flight Sergeant
Havildar	Petty Officer	Sergeant
Naik	Leading Seaman	Corporal
Sepoy	Ordinary/Able bodied	Aircraftsman

5. The first question that arises for consideration is whether it is not possible to achieve greater inter-Service uniformity in pay scales if not parity. On this point, the Expert Cell has proposed that it should be possible to achieve some degree of inter-Service parity by assuming that all trades in the Services can be broadly grouped under four categories, viz., 'highly skilled', 'very skilled', 'skilled', and 'semi-skilled'. We feel that this can be implemented only after the systematic evaluation of the Service jobs has been completed on the basis of a common job evaluation plan acceptable to each of the three Services. Owing to this reason, the Expert Cell mentioned in its report that it was not in a position to recommend "as to how the pay bands suggested by us should be applied to the existing trade groups in the Services". We discussed this matter further with the representatives of the three Services as also requested the Ministry of Defence to identify certain trades in the three Services having a good deal of work-content in common which could serve as anchor points to establish linkage between the pay structures to be devised for the three Services. We were informed that no agreement on this point could be reached among the three Services which made it difficult for us to pursue this approach.

6. Besides the above difficulty, there are a number of practical problems which stand in the way of harmonising the pay scales in the different Services in the manner proposed by the Expert Cell. First, the terms of engagement, promotion procedures and opportunity for remustering into the higher pay groups in the three Services vary considerably as in all these respects, the regulations prescribed have to reflect the different functional requirements of each Service. Secondly, the requirements of the three Services for the skilled and highly skilled tradesmen differ significantly and this is reflected in the different levels of qualifications required for entry into the various groups of trades in the three Services. Thirdly, the Army has a number of appointments interspersed between the various ranks unlike in the other Services. The opportunity to advance to higher ranks also differs considerably from one service to another. It is thus apparent to us that unless some uniformity is brought about first in the matter of terms of engagement, promotion rules, rank and appointment structure etc., it would be impracticable to evolve a uniform pay pattern for the personnel below officer rank in all the three Services. We are thus unable to follow the approach commended by the Expert Cell in this regard.

7. The pay of the personnel below officer rank continues to be on the structure evolved by the Post-War Pay Committee. The corner-stone of this structure is the equation established by that Committee between the fully trained infantry soldier with three years' service with a person described as a semi-skilled worker by the First Pay Commission. This link was extended to the Able Seaman of Group C of the Navy and the Leading Aircraftsman of Group V of the Air Force. Starting from this equation, the Post-War Pay Committee worked out the pay of the infantry soldier by adding an amount to cover the hazard element and making a deduction on account of the home saving element; the latter due to the fact that the soldier was "housed, fed and clothed by the State." On the same consideration, the Servicemen were allowed dearness allowance and compensatory (city) allowance (CCA) at lower rates than the corresponding civilians. The Raghuramiah Committee which went into the subject of Service pays in the wake of the Second Pay Commission did not recommend any structural changes and revised the pays of the personnel below officer rank by merging two-thirds of the amount of dearness allowance in the pay. The only change that has occurred since then is the addition in the year 1968 of increment pay in the case of Army personnel below JCO rank.

8. The Services have argued in favour of determining Service pay on a comparison with civilian rates of pay and they have made several suggestions regarding the existing equation. Their principal suggestions are that the fully trained infantry soldier should be equated with a 'skilled' worker and not a 'semi-skilled' worker, that no deduction should be made on account of the home saving element since the free services like food, clothing and accommodation are provided to the soldiers in the public interest and that, for the same reason, dearness allowance and CCA should be allowed at the full civilian rates and not 80% thereof as at present. The Services have argued that the equation proposed by them is on the basis of job-content alone and that all other factors adverse to Service life should be separately compensated by the grant of allowances and liberal retirement benefits.

9. Our analysis of the job description sheets pertaining to the different trades in the three Services shows that the present practice of establishing equation with an industrial workman is the most reasonable. In all the three Services, the bulk of the personnel consists of tradesmen and artisan categories and even in the combat Arms, most Servicemen have to acquire a skill in some trade in addition to the basic military skills. We have not, therefore, considered it necessary to find any other civilian analogue for establishing a broad relationship with the infantry soldier.

10. It is difficult to suggest any specific equation between corresponding categories of Servicemen and the civilian tradesmen without systematic job evaluation on an agreed basis. It is doubtful whether even job evaluation can provide the final answer because of the substantial differences in the job-mix of the

Servicemen and the civilians and the widely differing environments in which they function. We have carefully considered the changing role of the Serviceman, particularly the infantry soldier. We find that while equating the fully trained infantry soldier to a 'semi-skilled' worker, the Post-War Pay Committee had observed that this "relationship recognises the high standard of technical knowledge and tactical skill required in modern warfare". The Services have emphasised the fact that since the time of Post-War Pay Committee the situation has changed significantly and the soldier is now required to handle a greater variety of arms and has to be trained to use mortars and grenades and automatic weapons like light machine gun and sten-machine carbines. On joining the battalion, the soldier is given additional specialised training in one of the various fields like sniper work, handling light machine guns, 81 mm mortars or 106 mm anti-tank recoilless rifle, in radio and line communication, in field engineering and assault pioneer work or in the driving and maintenance of different types of vehicles.

11. We agree that the Servicemen's role, particularly that of the infantry soldier, has changed over the years with the introduction of new and more complex weapons. But it has to be noted that simultaneously changes have occurred in factories and workshops, and complex new machines and techniques have been introduced in the industrial field also with progress in technology, and the industrial workers classified as semi-skilled are now handling more sophisticated equipment and machinery than hitherto. In considering the fairness of comparisons we have necessarily to take account of changes on both sides. Additionally, we have also to take note of the entry qualifications. As it is, whenever formal trade qualifications have been prescribed in the Services, the recruits are directly inducted into the 'skilled' categories. In the case of infantry soldiers and several Service trades, no formal pre-entry qualifications have been prescribed and fairly intensive in-service training has to be imparted by the Services to equip the recruits to discharge their tasks efficiently.

12. Taking all these considerations into account, we are led to the view that while there is a case for improving the relativity in favour of the infantry soldier, it will not be appropriate to equate the trained infantry soldier with the 'skilled' workman. We feel that it would be more appropriate to place the fully trained infantry soldier somewhere between the 'semi-skilled' and the 'skilled' workmen. We find that the bodies which enquired into this subject in the United Kingdom and in Australia recently also arrived at a similar finding.

13. As regards the home saving element, we are unable to accept the suggestion of the Services that no deduction should be made on this account. The whole concept of home saving element is based on the premise that because food and certain amenities are provided free to the personnel below officer rank, these result in a saving to him in his home expenses. Since the deduction on this account is only notional falling far short of the actual cost of these

services, there is no validity in the argument that as the benefits provided are in the Service interest, these should not be taken into account in determining the pay. It seems to us that such a deduction representing the anticipated amount of saving to the soldier on account of the provision of free services like food, clothing and accommodation has to be made if the comparison with the civilian counterpart is to remain meaningful. In the UK, where Service pays have been fixed recently in accordance with the military salary concept, the ration and quartering charges are being recovered from the Servicemen.

14. As regards the amount that should be deducted on this account, we find that the Post-War Pay Committee deducted an amount equal to one-third of the emoluments worked out for the fully trained infantry soldier. The recommendations of the Raghuramiah Committee did not alter this position. We have carefully considered the matter in all its aspects. According to the Working Class Family Living Survey, 60% of the income of an average family is spent on food alone. Taking an average family as comprising three adult consumption units, the proportion of income spent on food for one adult consumption unit works out to 20%. As a more nutritious diet is provided to soldiers in the Service interest, it would be proper not to deduct the actual cost of rations but only a notional amount approximating to the saving accruing to him. We feel that a deduction of the order of 20% on account of the home saving element would be fair and reasonable as some saving also accrues to the soldier on account of clothing and accommodation.

15. Today, the personnel below officer rank are entitled to 80% of the dearness allowance and CCA admissible to civilians drawing the same pay. Our analysis shows that in certain cases this does result in double deduction because of the pay itself having been depressed on account of the home-saving element. Since under our scheme of DA, the rates will be calculated as a percentage of pay the DA amount itself will get reduced as the pay is fixed at a lower level after a deduction for the home saving element. Therefore, we feel that it would be appropriate to grant DA to Servicemen at full rates. We recommend the same approach with regard to the payment of CCA which is already worked out as a percentage of pay.

16. While working out the trained soldier's pay the Post-War Pay Committee had added an amount of Rs. 5 for the 'X' factor. Since the entire structure of emoluments of personnel below officer rank was built up on the pay determined for the infantry soldier and his equivalents in the Navy and the Air Force, it can be assumed that the existing pay structure includes compensation for the 'X' factor in pay itself. The Services have suggested that the 'X' factor should be compensated separately by grant of allowances and liberal retirement benefits. In accordance with this approach, proposals have been made for introducing new allowances like special disturbance allowance, separation allowance, etc., for the personnel below officer rank. We do not agree to this approach as it would reduce the

comprehensibility of the existing pay structure still further. In our view, the 'X' factor should continue to be compensated for in the pay itself to the extent it represents the average of degree of hardships, turbulence, hazards, etc inherent in Service life. Accordingly, we have proceeded on the basis that an element for compensating the 'X' factor should be added to the soldiers' pay derived on a comparison with the selected civilian counterpart.

17. In determining the amount that should be added to pay as a compensation for the 'X' factor, we have also to take note of the advantages and benefits that Servicemen derive as compared to the civilians working at corresponding levels. We have already mentioned these in an earlier chapter. We feel that an element equal to 5% of the pay would be a reasonable amount for this purpose. We find that the National Board for Prices and Incomes adopted a similar percentage while fixing the military salaries in the United Kingdom. Considering that the Armed Forces look after their men and give them amenities superior to what they would normally have enjoyed in other occupations, the adoption of the figure selected by the National Board for Prices and Incomes should be taken as quite reasonable.

18. As the pay of the infantry soldier derived in accordance with the above principles will serve as the basis for working out the entire structure of Service pays, for personnel below officer rank, we feel that it would be in order to indicate the detailed working showing the manner in which we have fixed the trained soldier's pay. Consistent with our conclusion that the fully trained infantry soldier with three years' service should be placed above the workers classified as 'semi-skilled' but below those classified as 'skilled', we have taken the pay of Rs. 225 per month as our starting point. The rest of the calculation is set out below:—

	Rs.
Starting of the corresponding civilian	225.00
Add 5% for the 'X' factor	11.25
	<u>236.25</u>
Deduct 20% as the home saving element	47.25
	<u>189.00</u>

Starting from the figure of Rs. 189 for the fully trained infantry soldier with three years' service and in the second lowest class of his group, we have devised the scale of Rs. 175-2-195 for the infantry sepoy. A soldier on this scale after three years' service and with the grant of one classification pay of Rs. 7.50 would receive emoluments approximating to the amount derived by us in the calculation set out above. We feel that an 11-year scale for Serviceman in the rank of sepoy is quite adequate. This is also the length of the scale proposed for the sepoy by the Service.

19. Our recommendation in regard to the infantry soldier would require some internal re-adjustment in the allocation of different trades in the

existing pay groups in the Army. We give below the existing pay groups in the Army indicating some representative trades to bring out the basic character of the different groups. The level of skill or entry indicated against each group reflects our broad judgement on the basis of the information furnished to us by the Services.

TABLE IV

ARMY

Group	Level of skill or entry	Some representative trades
A	Highly skilled (Remustered categories)	Artificers, Personal Assistants, Foreman of Signals, Radio-grapher.
B	Matric entry and Skilled I	Clerk (GD), Clerks (Store), Mechanics, Draughtsman
C	Skilled II (including some Matriculates)	Armourer, Machinist, Fitter, Turner, Welder.
D	Lower-skilled	Driver, Gunner Armoured Forces Vehicle, Artisan, Military Police, Mason, Lineman Field.
E	Semi-skilled (Higher) Remustered categories	Bandsmen, Laboratory Attendant, Postman, Despatch rider.
F		Infantry soldier.
G & H	Semi-skilled	Storehand (General Duty) Engine Attendant, Packer, Unit Tradesman.

The existing Group F of the Army consists entirely of infantry soldiers. What we have recommended for the infantry soldier qualifies him for inclusion in Group D. We have been assured by the Service representatives that this will not be resented by the Servicemen who are today in Group D and that they would, in fact, welcome the induction of the infantry soldier into the same pay group as they are in. One result of our recommendation will therefore be the abolition of Group F as a separate entity. We have considered in this context the future allocation of the few tradesmen who are today in Group E and who would be overtaken and surpassed by the infantry soldier by his elevation to Group D if they were left where they are today. Our analysis of the job description sheets pertaining to these trades shows that the Servicemen of Group E consist mainly of remustered personnel who have passed the prescribed examinations and trade tests after their induction into the lower pay groups as 'semi-skilled' tradesmen. We also find that the difference in pay between Group D and Group E is not substantial. We are satisfied from the analysis of the Service Jobs categorised in Group E and the factors mentioned above that it would be in order to take the Servicemen in Group E also to the level of Group D. This is in line with the proposal made by the Army Headquarters regarding reallocation of existing service trades. It is to be noted that there are four classes in the present Group D as against three in Group E or Group F. As we are not recommending any change in the number of classes prescribed for the various trades, we would like to clarify that even

after entry into Group D the infantry soldiers and the existing tradesmen of Group E would be able to improve their classification only on two occasions as against three in the case of the Servicemen already in Group D. We recommend that this differentiation should be retained in future also.

20. In the pay structure devised for the personnel below officer rank on the recommendations of the Post-War Pay Committee, a broad equation was established between the fully trained infantry soldier with three years' service, the Leading Aircraftman of Group V and Able Seaman of Group C. A differential was, however, kept in favour of the Leading Aircraftman of Group V with a still higher differential in favour of the Able Seaman of Group C. These differentials were allowed at that time in view of the relative unpopularity of these Services. With the improvement suggested by us in the case of the infantry soldier, and in the changed circumstances, we consider that the fully trained infantry soldier should now be viewed as equivalent to the Leading Aircraftman of Group V with a small differential in favour of the Able Seaman of Group C considering the relatively greater hardship inherent in sea life. In our view, the adoption of this broad equation will lead to greater uniformity in pay scales between the three Services.

21. On the question of the number of pay groups that should be devised, the Services have proposed four groups for the Army and three each for the Navy and the Air Force. The Air Headquarters have proposed the formation of a special group also to be called the 'S' Group consisting of the existing aircraft technicians in Group I in the ranks of Sergeant and above. The Expert Cell has recommended four groups for the Army and three each for the Navy and the Air Force.

22. We have already mentioned the practical difficulties standing in the way of evolving a common inter-Service pattern. We find that a reduction in the number of pay groups to the extent proposed by the Services will be equally difficult as such a measure too can only follow comprehensive job evaluation studies on an agreed basis. Our approach to the rationalisation of pay groups is one of reducing their number and achieving inter-Service uniformity to the extent possible consistent with the special requirements of each Service. Accordingly, we have taken the existing recruitment, promotion and remustering procedures as given and suggested reduction in the number of pay groups to the extent it did not require any change to be made in the existing provisions regarding these matters.

23. In the Army, we have already suggested that all the tradesmen who are today in Group D, Group E and Group F could be placed in one group. The tradesmen and artisan categories which are today in Group G or Group H are on equivalent pay scales and these two groups can also be combined into a single group without any difficulty. Any further reduction in the number of pay groups in the Army does not appear to us to be feasible

in the present circumstances. Thus, in our scheme, the Army personnel below officer rank will be divided into five effective pay groups.

24. In the Navy, the position regarding the pay groups is briefly indicated in the table below :—

TABLE V
NAVY

Group	Level of skill or entry	Some representative trades
A	Highly Skilled Apprentices and Remustered categories	All Artificers and Mechanicians (Elec. Radio, Power, etc.)
B	Matric entry and Skilled	Writers, Signalmen, Radio Electrical, etc.
C	Non-matric entry Semi-skilled	Cook, Topass, Engineering Mechanic, Seaman.
Naval Aviation	Matric entry and remustered categories	Airmen/Mechanics Air Radio, An Ordnance Fitter.

It is seen that there are, in effect, three pay groups for the Naval personnel below officer rank with an extra group for the personnel of the Naval Aviation Branch. The pay scales for the latter correspond to those prescribed for the Airmen of Group II. We see no reason for making any change in the existing group structure in the Navy.

25 The position regarding the Air Force personnel below officer rank is as under :—

TABLE VI
AIR FORCE

Group	Level of skill or entry	Some representative trades
I	Highly Skilled (Remustered categories)	Fitter, Armourer, Wireless Operator, Mechanic, Machine Tool Setter and Operator, Instrument Repairer II/I.
II	Skilled I (Matric entry)	Armourer, Flight Mechanic Airframes, Turner, Radar Fitter, Wireless Operator.
III	Skilled II (Matric entry)	Clerk, Telephonist/Radio Telephone Operator.
IV	Lower Skilled (Matric entry)	Ground Training Instructor, I.A.F. Police.
V	Semi-skilled (8th standard)	Musician, Catering Assistant, Driver M.T.

One structural change proposed by the Air Headquarters relates to the merger of the existing Group III and Group IV. We find that Group IV consists of only two categories viz, the Ground Training Instructor and the IAF Police. Together these two categories account for roughly 3.5% of the strength of all Airmen. We have analysed the job description sheets pertaining to these two categories and find that their induction into the present Group III can be accepted considering their duties and responsibilities and the pre-entry qualification which

is matriculation. We have also been informed that the IAF Police personnel are required to discharge a wider range of duties involving security of airfields, regulating entry through the gates and maintaining the necessary records. In these circumstances, a slightly higher gradation for this category in the Air Force as compared to the Army would not be unjustified. Any further reduction in the number of pay groups in the Air Force does not seem to be feasible. Below the highly skilled group, viz., Group I, it seems necessary to segregate the skilled tradesmen into two separate groups along the division that exists today between Group II and Group III. In addition, there will have to be the separate group for personnel like musicians, catering assistants, etc. who do not have to be matriculates for entry into the Air Force.

26. As regards the proposal of the Air Headquarters to create a special group for the aircraft technicians in the rank of Sergeant and above, our view is that such a measure cannot be adopted for the Air Force alone as it will have repercussions in the other Services also. We also feel that the formation of such a special group should be considered after a systematic inquiry into the job content of these trades. We have not, therefore, considered it necessary to recommend any special group as proposed by the Air Headquarters. It is true however that the need of the Air Force, and also that of the other Services, for highly skilled technicians is now greater and we have kept this in mind while devising pay scales for the highest pay groups in each Service.

27. Today, the linkage between the civil and the military scales of pay is only through the infantry soldier, the Able Seaman of Group C and the Leading Aircraftman of Group V. The Services Headquarters have pointed out that this has led to there being disparities in the pay scales of Serviceman and those of civilian employees at the corresponding levels of skill.

28. As a general aim, ensuring alignment in the rates prescribed for comparable tradesmen in the Armed Forces and on the Civil side is a fair approach. We have already emphasised the importance of maintaining comparability on a broad basis, but what seems to be difficult is the establishment of precise formal links between the pay structure devised for the Servicemen at various levels on the one hand and the civilian employees of corresponding levels on the other. During discussions, the representatives of the Army agreed that a point-to-point equation with trades on the civil side would not be possible. One has merely to look at the sharp differences in career pattern, promotion rules and terms of engagement to appreciate the difficulties involved. For these reasons, it has not been possible even for the Services to come to an agreement on common pay scales for those Service trades whose work content on an inter-Service basis could be taken as broadly comparable. When we come to comparability with the trades on the civil side, the problem becomes even more difficult. Although we have not deemed it fit to establish formal pay links except in the case

of the infantry soldier and his counterparts in the other two Services, we have kept in mind the civilian rates of pay recommended by us while devising the pay scales for the NCOs and the JCOs, to ensure that the rates are broadly comparable even though this has resulted in the grant of substantial increases in emoluments to certain Service categories. We would like to add that in making these comparisons, the totality of service conditions and the provision of various concessions and benefits in kind should also be taken into account.

29. We now consider the feasibility of dispensing with the special system of Service pays evolved for the sepoy and NCOs of the Army. In these ranks the pay of the individual Serviceman is determined with reference to his class in the pay group to which he belongs. To this is added the pay of the rank or appointment held by him as also the increment pay at the rate of one rupee for each year of service. This system, which differs materially from the system in the Navy and the Air Force, is unnecessarily complex and cumbersome. We feel that after the provision of annual increments with effect from 1st March 1968, the better course would be to switch over to regular pay scales for each rank as in the Navy and Air Force. We have proceeded on this basis. It will be necessary, however, to provide an addition of pay for the various appointments interspersed between the various ranks in the Army, and we have made suitable recommendations for this where necessary.

30. Along with the provision of regular pay scales for the Sepoys and NCOs in the Army, we have also improved the rate of increment, especially in the higher ranks and pay groups. The existing incremental rate of Re. 1 after each year of service has been replaced by rates varying from Rs. 2 to Rs. 7. However, the scales and rates of increment for the Sepoys and NCOs in the Army cannot be strictly compared with those prescribed for the corresponding ranks in the Navy and Air Force because the Army has a system of classification pay which the other two Services do not have. We have also broadly ensured that even in unfavourable circumstances, the existing rank pay of Rs. 10 available on promotion from Sepoy to Naik and also from Naik to Havildar is safeguarded. If promotion takes place before the Serviceman in these ranks has reached the maximum of the scale in the lower rank, the increase in pay would be even more. In combination, these two factors will substantially improve the career values in the Army.

31. As regards the existing system of classes within each pay group for the sepoy and the NCOs the Army is keen to retain the present system. We have already mentioned that the Army generally does not prescribe any minimum qualification for recruitment and that it encourages the personnel to improve their service qualification by granting increases in emoluments on movement to the higher classes. Since these additions to pay are related to a Serviceman passing the prescribed tests and examinations and as the Army views this system to be

necessary, we would suggest that it should be continued even after the provision of regular scales of pay. However, there is need for rationalising the present position regarding the amounts earned by the sepoys and the NCOs in the different pay groups on achieving a higher classification. At present the position in this regard is as follows :—

TABLE VII

(In Rupees)

Group	Class 4 to Class 3	Class 3 to Class 2	Class 2 to Class 1
A	—	10	8
B	19	10	10
C	10	14	10
D	5	10	14
E, F, G & H	—	5	5

The above figures do not exhibit any uniform trend and it seems to us that the variations in the amounts are not necessarily due to the difference in the effort required to pass from one class to the next higher class. It may be mentioned that the Raghuramiah Committee (1959) revised the pays by merging two-thirds of the amount of dearness allowance in the pay and in this process introduced a greater degree of imbalance as is discernible from the amounts shown in Table VII. The Army has also proposed that each pay group should be uniformly divided into three classes for this purpose and has proposed revised amounts ranging from Rs. 5 in the lowest pay group to Rs. 20 in the highest group. We feel that we should take the existing position in this respect as given, as otherwise it will require revision of the syllabus and changes in the scheme of tests and examinations prescribed for the personnel in the various groups. We recommend that on the Serviceman improving his class in the pay group he should be paid the following amounts as class pay in addition to the pay admissible to him :—

TABLE VIII

(In Rupees)

Pay Group (existing)	Class 4 to Class 3	Class 3 to Class 2	Class 2 to Class 1
A	—	15	15
B	12.50	12.50	12.50
C	10	10	10
D, E & F	7.50	7.50	7.50
G & H	—	5	5

32. The services have also made proposals for the reallocation of certain Service trades into higher pay groups. The Air Headquarters made only two suggestions in this regard which we have already discussed, but the Army and Navy have made several suggestions which have been supported by the results of the job evaluation studies undertaken by them during 1971. In the case of the Army, the proposals concerning the reallocation of the infantry soldier (Group F) and the trades in Group F have been already covered by our recommendation relating to the merger of Group E and Group F with Group D,

As for the remaining suggestions, we find that their acceptance will require substantial changes in existing provisions relating to recruitment and remustering. In certain cases, the proposals if accepted, will result in the elevation of certain trades to a group above the next higher one.

33. We have examined the data furnished by the Services on the job description sheets pertaining to the various Service trades, on the basis of which the proposals described above have been made. The data were collected and evaluated by a team of Service officers in the course of a year or so. Outside consultants, having expertise in the application of job evaluation techniques, were not associated with this work. We find that a common approach to rationalisation of trades on an inter-Service basis could also not be evolved. The effort put into this work by the Services has helped us understand the job content of the various Service trades but we realise that this effort has been in the nature of a pilot study in so far as conclusions on the relative worth of jobs are concerned. It might not be a sound approach, therefore to embark on a radical overhaul of the existing structure and suggest a wholesale reallocation of Service trades without a more comprehensive, sustained and scientific inquiry into the content of Service jobs by a composite team of experts in this line.

34. Accordingly, we have not disturbed the existing allocation of trades into the various pay groups except for the changes consequential to the rationalisation of pay groups in the Army and the Air Force. In the Army, no change will be involved in respect of Group A, Group B and Group C, the new Group D will comprise all the trades in the existing Group D, Group E and Group F, and the new Group E will consist of all trades in the existing Group G and Group H. In the Air Force there will be no change as far as Group I and Group II are concerned, the new Group III will comprise the trades in the existing Group III and the two trades in the existing Group IV and the new Group IV will consist of all trades at present allotted to the existing Group V. There will be no change as far as Navy is concerned.

35. Within the above framework, we recommend for the personnel below officer rank in the three Services, the following scales of pay :—

TABLE IX

ARMY

(In Rupees per month)

Rank	Group A	Group B	Group C	Group D	Group E
Sepoy	240-4- 260	190-3- 220	180-2- 200	175-2- 195	165-2- 185
Naik	270-5- 295	225-4- 245	210-3- 225	205-3- 220	195-3- 210
Havildar	305-7- 340	255-5- 280	235-4- 255	230-4- 250	220-3- 235
Naib Subedar	400-15- 445	340-15- 385	315-15- 360	305-15- 350	290-15- 335
Subedar	465-20 525	415-20 475	400-20- 460	390-20- 450	365-20- 425
Subedar Major	600-25- 675	550-25 625	550-25- 625	550-25- 625	500-25 575

In the case of JCOs of the Special Medical Section and Veterinary Services, we recommend the adoption of scales recommended for the JCOs of Group A in the corresponding ranks.

36. With the introduction of time-scales of pay for the personnel below JCO rank in the Army, the system of providing rank pay will stand abolished. Appointment pay, however, will have to be continued and its rates adjusted to fit the revised pattern. Appointment pay, which would now be admissible in addition to pay on the scales prescribed for each rank, should be revised as indicated below :—

Appointment	Appointment Pay (Rs. per month)
Lance Havildar	5
Company Havildar Major	} 5
Company Quartermaster Havildar	
Regimental Quartermaster	} 7 50
Battalion Quartermaster Havildar	
Battalion Havildar Major	10

37. The pay admissible to recruits and young soldiers should be as indicated below :—

Normal Entry Rate	Rs. 150 per month
Matriculate Entry Rate	Rs. 180 per month
Young Soldier's Pay (normal entry) after one year's service, if not already qualified for trained soldier's pay	Rs. 160 per month

38. Boys on enrolment are at present paid Rs. 20 per month with an increment of Rs. 2 on completion of one year's service. These rates should be revised to Rs. 30 and Rs. 3 respectively. The increment on passing the prescribed educational test, which is admissible at any time during Boy's service, should be raised from Rs. 3 to Rs. 5.

39. Servicemen categorised as Non-Combatants (Enrolled) were being employed in the Army and to a lesser extent in the Air Force. Although not required to discharge combat duties, this category of Servicemen was made subject to military discipline and liable for service in the field areas. Non-Combatants (Enrolled) are also entitled to free food, clothing and accommodation. This category was 'combatatised' with effect from 1-1-72. There are only a few Servicemen left now in this category and they will be wasting out in due course of time. The existing scales of pay of Non-Combatants (Enrolled) are as under :—

Lower	Rs. 47-1-62
Higher	Rs. 50-1-60-2-70

We recommend the following scales of pay for this category :

Lower Scale	Rs. 150-2-180
Higher Scale	Rs. 155-2-175-3-190

40. Another category of enrolled Servicemen is that of the personnel of the Defence Security Corps (DSC). The DSC was raised in April, 1947 for the purpose of protecting valuable and strategically important Defence installations and depots.

DSC personnel carry all-India service liability and also serve in the field areas. Recruitment to the DSC is almost exclusively from among ex-Servicemen. The initial period of employment is five years, but further extensions can be allowed till the age of 55 years. The DSC personnel are also entitled to the provision of free food, accommodation and clothing. The existing scales of pay and the scales recommended for these personnel are as under :—

Defence Security Corps

TABLE X

Other than Clerks	Existing rates of pay (Rs. p.m.)	Proposed rates of pay (Rs. p.m.)
Sepoy	50-1-55	155-2-165
Naik	60	170
Naik Quartermaster	64	175
Havildar	70-2/3-74	185-2-195
Company Quartermaster Havildar	} 74	200
Company Havildar Major		
Battalion Quartermaster Havildar	76	203
Battalion Havildar Major	78	206
Naib Subedar	112-5-127	260-10-290
Subedar	155-10-185	325-20-385
Subedar Major	218	425-25-500

Clerks	Existing rates of pay (Rs. p.m.)	Recommended rates of pay (Rs. p.m.)
Sepoy	70	185
Naik	80	200
Havildar	97-2/3-101	220-2-230
Naib Subedar	145-5-160	300-10-350
Subedar	183-10-213	390-20-450

Navy

41. We recommend the following rates for the Artificers and Mechanics of Group A :—

TABLE XI

Group A		
Artificers	Mechanicians	Rs. p.m.
Apprentice 1st year		170
Apprentice 2nd year		175
Apprentice 3rd year		180
Apprentice 4th year		185
Leading Artificer V Class		230
Acting Artificer IV Class		275
Artificer IV Class	Mechanician IV Class	315-8-323
Artificer III Class	Mechanician III Class	336-8-360
Artificer II Class	Mechanician II Class	380-10-410
Artificer I Class	Mechanician I Class	445-10-485
Chief Artificer	Chief Mechanician	510-15-555
Master Chief Petty Officer II		540-20-600
Master Chief Petty Officer I		625-25-700

For Sailors in Group B and Group C, the rates should be as follows :—

	(Rs. per month)	
	Group B	Group C
Ordinary under training	190	175
Ordinary after training	205	185-2-187
Able bodied	215-6-227	195-2-207
Leading Seaman	240-6-270	225-4-245
Petty Officer	280-7-301	280-7-301
Chief Petty Officer	330-15-375	330-15-375
Master Chief Petty Officer II	400-20-460	400-20-460
Master Chief Petty Officer I	500-25-575	500-25-575

42. The Artificers and Mechanicians among the Naval Aviation Sailors should continue to be paid at the rates prescribed for the Artificers and Mechanicians of Group A of the Navy. Other Naval Aviation Sailors, whose pay scales follow generally those recommended for Airmen of Group II of the Air Force will be on the following rates of pay :

	Rs p m
Ordinary under training	220
Able bodied	230
Leading	270-7-291
Petty Officer	340-8-380
Chief Petty Officer	400-15-445
Master Chief Petty Officer II	470-20-530
Master Chief Petty Officer I	550-25-625

43. For the Navy Boys, we recommend that the rate for the Boy on enrolment should be revised from Rs. 23 to Rs. 35 per month and the increment on completion of initial training should be revised from Rs. 2 to Rs. 3. For the Boy sea-going, the rate should be increased from Rs. 38 to Rs. 60 per month.

AIR FORCE

44. We recommend for the trained Airmen the following rates of pay :—

TABLE XII

Rank	Group I	Group II	* Group III	** Group IV
AC 2	260	220	190	175
AC 1	270	230	205	180
LAC	305-7-319	260-7-274	215-6-227	190-2-202
Corporal	340-7-375	300-7-335	240-6-270	220-3-238
Sergeant	400-10-450	340-8-380	280-7-301	280-7-301
Flight Sergeant	465-15-525	400-15-445	330-15-375	330-15-375
Warrant Officer	540-20-600	470-20-530	400-20-460	400-20-460
Master Warrant Officer	625-25-700	550-25-625	500-25-575	500-25-575

The rates for the air-crew categories, signallers and engineers, should continue to be the same as for the airmen in the ranks of Corporal and above of Group I.

45. During the period of training, the Aircraft Apprentices should be paid at the following rates :—

1st year term	Rs 170
2nd year term	Rs 175
3rd year term	Rs. 180
4th year term	Rs 185

46. For persons recruited directly, the entry rate of pay applicable to matriculates, except for new Group IV, should be Rs. 180 per month and the entry rate applicable to new Group IV, for matrics and non-matrics, should be Rs. 170 per month.

47. As regards the personnel in the Air Force still in the category of Non-Combatants (Enrolled), their pay scales should be the same as recommended above for personnel in the same category in the Army.

48. We recommend the following rates of pay for officers holding Commission in the three Services :—

Honorary Lieutenant and equivalent ranks in the Navy and Air Force	Rs. 800 p.m.
Honorary Captain and equivalent ranks in the Navy and Air Force	Rs 900 p.m.

49. According to our calculations, the revised scales recommended above, if accepted, would involve an average increase of 12% in the emoluments of Servicemen below officer rank which we consider as reasonable in the existing circumstances.

*Existing Groups III and IV.

**Existing Group V.

CHAPTER 52

ALLOWANCES AND BENEFITS OF SERVICEMEN

The remuneration of both officers and personnel below officer rank, has always carried an extensive system of allowances and benefits related to the special requirements of the Services. These are justified mainly on the ground that in certain cases benefits in kind have to be provided in the Service interest as in the case of provision of free food, clothing and accommodation to the personnel below officer rank. Similar concessions regarding food and accommodation are given to the Service Officers also deployed in the field areas or serving in establishments afloat. In certain cases, separate allowances are given as a compensation for additional liability, hardship or the exposure to special risks and hazards. There are certain allowances and benefits, however, which are generally admissible to all Servicemen of certain ranks without reference to the place of duty or to specific jobs. In the proposals received from the Services, the continuance of all the existing allowances and benefits has been endorsed and suggestions have been made for the grant of certain new allowances and concessions. Our approach in this regard is that the comprehensibility of the pay structure should be preserved as much as possible and that allowances and concessions separate from pay should be provided only on sound practical considerations. We discuss below, separately for officers and the personnel below officer rank, the various allowances and benefits in kind in the light of the proposals received from the Services.

I. OFFICERS

Special Disturbance Allowance

2. Officers of all the three Services up to and including the rank of Brigadier are entitled to a special disturbance allowance of Rs. 45 p.m. We have already recommended in Chapter 50 that this allowance should be abolished with the introduction of the revised scales of pay recommended by us, which take this factor into account.

House Rent and Allied Concessions

3. Officers up to and including the rank of Brigadier in the three Services pay rent for Government accommodation at concessional rates of recovery. As against the normal rate of 10% of pay or the standard rent whichever is less in the case of civilian officers, married Service officer pay only 5% of pay and single officers 2½% of pay, or the pooled assessed rent whichever is less. Certain concessions are also available with regard to furniture charges, and recovery of charges for water and electricity is made at half the all-India recovery rates.

4. The Services not only want these concessions to be continued but have also asked for the provision of furnished accommodation at the rates of recovery prescribed for unfurnished accommodation on the ground that Service officers have to live in and work under controlled conditions as a professional requirement. According to them, it involves their living in cantonments located away from cities, where amenities are inadequate and where they have to live a closed regimented life. We think that this line of reasoning may have some validity only in the developed countries, for conditions in the Indian cities are such that life in the cantonment should be viewed as somewhat more agreeable than in the heart of the city. The official witnesses gave us to understand that facilities like clubs, cinemas, messes and canteens are being provided on a fairly liberal scale in the cantonments at substantial cost to the Government. On the basis of the difference between the recovery of rent at 10% of pay as from a civilian officer and the rent determined at 5% of pay, with reference to pay plus Dearness Pay at the mid-point of the pay scales, the comparative position is shown in the table below :

Rank	Amount recoverable at 10%	5% of pay for married officers	Difference between 2 and 3
1	2	3	4
2nd Lt /Lieut	59	29 50	29 50
Captain	93	46 50	46 50
Major	111 9	55 95	55 95
Lt Colonel	130	65 00	65 00
Colonel	174	87 00	87 00
Brigadier	205	102 50	102 50

5. We find that the concessional rates of recovery in the case of Service officers confer substantial benefits particularly upon the senior officers (below the rank of Major General) as the saving in rent is not subject to income-tax. Even though we feel that the justification for the existing concession is not very strong, the fact remains that Service officers have become accustomed to it. We are reluctant, therefore, to advise the withdrawal of this concession. At any rate, there is no valid ground for a further liberalization of this concession as suggested by the Services.

6. There is, however, one aspect of this concession, which needs to be liberalised. At present the benefit of paying rent at concessional rates has not been extended to the officers in the rank of Major General.

and above, for the reason that their pays are linked to the pays prescribed for the top civil posts, viz., Joint Secretary, Additional Secretary and Secretary. Considering that the pays of Service officers below the rank of Major General are also fixed on the basis of "comparability" with the pays prescribed for the officers of Class I Central Services and the Indian Police Service, the ground for denying these concessions to General officers is not adequate. We would, therefore, recommend that as long as these concessions are continued, officers in the rank of Major General and above should also be made eligible for them.

7. For officers of the military Nursing Services (MNS), the Army Headquarters and Expert Cell have proposed that the existing concessions of free accommodation, furniture and allied services admissible to them should be withdrawn and their pay scales revised upwards in lieu thereof. It has been stated that this would greatly improve the morale of the nursing officers, help recruitment to the MNS, and ensure uniformity in the terms of allotment of Government accommodation to all Service officers. We have accepted this suggestion and framed pay scales for MNS officers accordingly. We recommend that officers of the MNS should henceforth pay for these services at usual rates applicable to other Service officers.

Allowances for Uniform

8. For making Service uniforms, officers are entitled to an initial outfit allowance of Rs. 1200 in the Army and Air Force and Rs. 1400 in the Navy. The same amounts are admissible at intervals of 7 years for renewal of service outfit. The Expert Cell has asked these rates to be enhanced to Rs. 1800 for the Army and Air Force and Rs. 2000 for the Navy on the ground of increased cost.

9. Considering that the existing rates of the initial outfit allowance were fixed in 1961, we feel that some increase in these rates is justified. Further, it would be reasonable to have a higher amount for the initial outfit allowance than for the renewal allowance. We accordingly recommend that the rate of initial outfit allowance should be raised to Rs. 1400 for the Army and Air Force officers and Rs. 1600 for Naval officers. As for the renewal outfit allowance, the rates were enhanced only in the year 1970 by Rs. 200 and no further increase seems to be justified.

10. For officers of the Military Nursing Service (MNS) allowances for uniforms are admissible at lower rates than for other Service officers. This is justified because the expenditure likely to be incurred by MNS officers on their Service kit is less. We are unable to understand, however, why a renewal outfit allowance is not admissible to the MNS officers and we would suggest that this allowance should be given to them at intervals of 7 years, as is being done

for other officers. For officers of the MNS, we recommend as follows:

Allowance	Existing amount	Proposed amount
	(Rs.)	(Rs.)
Outfit allowance admissible on joining the service	600	700
Renewal outfit allowance	Nil	500 (every 7 years)
Upkeep allowance	360 p.a.	360 p.a.
Distinctive Uniform Allowance admissible on transfer from one Service to another	50	75
Special Allowance admissible on appointment at Command and Army Headquarters	400	400

11. The MNS (Local) officers are given a uniform allowance of Rs. 200 on appointment. At specified cold stations, the amount payable is Rs. 300. We recommend that these rates should be revised to Rs. 250 and Rs. 375 respectively. We recommend no change in the upkeep allowance admissible to them at the rate of Rs. 60 p.a.

12. As part of certain concessions of a temporary character, a monthly allowance for the maintenance of Service kit was introduced for the first time in the year 1950, at the rate of Rs. 30 per month for officers up to Brigadier's rank to cover expenditure incurred in the maintenance of uniforms. The rate was enhanced to Rs. 40 in 1967 and to Rs. 50 in 1970. The Service officers in receipt of this allowance are not required to pay income-tax on it. In addition, Service officers of all ranks are allowed to deduct a sum of Rs. 240 from their annual income for income-tax purposes. The Services have stated that the increases allowed in the quantum of Kit Maintenance Allowance in recent years were *ad hoc* and that keeping the increased cost in view, the rate of this allowance should be increased to Rs. 75 per month.

13. There is at present dual compensation for the same liability which does not appear to be logical. In the United Kingdom, according to our information, no such allowance is being granted to Service officers but they are allowed for the purpose of Income Tax to deduct the amount expended for the upkeep of their uniform up to a maximum of £50 p.a. We feel that for the maintenance of Service uniforms, if a reasonable amount is allowed to be deducted from the annual income assessable to income-tax, the need for an allowance of this kind should not arise. This alternative should be examined. For the present, the Kit Maintenance Allowance should continue. As the rate of this allowance was enhanced from Rs. 40 to Rs. 50 as recently as 1970 we see no reason for recommending any increase.

14. We find that Senior officers in the rank of Major General and above in the three Services are

not entitled to the grant of Kit Maintenance Allowance. We see no reason for this distinction and feel that an allowance given to Service officers as compensation for the expenditure incurred on maintaining uniforms in the Service interest should not be denied to the senior officers. We recommend that Kit Maintenance Allowance or any alternative thereto should be admissible to all Service officers irrespective of rank.

Field Area Concessions

15. Officers on field service (aboard ships in the case of Naval officers) and in operational areas are entitled to free rations and free accommodation including allied services and some minor concessions like free postage and free remittance of family allotment. A married Service officer in addition is entitled to a separation allowance of Rs. 70 per month on account of separation from his family. The Services have suggested the continuance of the existing provisions relating to free rations and accommodation and enhancement in the rate of the separation allowance from Rs. 70 to Rs. 150 per month. It has been also proposed that free rations and separation allowance should be admissible to Naval officers posted on a ship even when that ship is anchored in the home-port or docked.

16. The provision of free food, accommodation, etc. to the Service officers on field service and in operational areas should be viewed as the responsibility of Government. As regards the proposal to extend these concessions to Naval officers serving afloat when the ship is in the home-port, it has been justified on the ground that it is not correct to distinguish between periods while operational ships are at sea, in harbour or in one port or another since the ships, officers are required to be on board all the time and when they wish to stay ashore for the night, they have to obtain their Commanding Officers permission and keep the ship informed of their whereabouts. We find that the Naval officers serving afloat became entitled to separation allowance in 1966 and the benefit of free rations was allowed only in the year 1970. While we feel that there is some justification for equating the Naval officers serving afloat with Army and Air Force officers on field service, we find little justification for giving these concessions when the ship is in the home-port during peace time. We do not feel that any change is called for in the existing provisions in this regard.

17. The separation allowance was not recommended by the Post-War Pay Committee on the ground that officers separated from their families should be compensated by the provision of free single quarters and allied services and not by the grant of an allowance. This is the one allowance which creates a distinction between married and single officers and goes against the general principle that, in matters of emoluments, there should be no discrimination between the two. The separation allowance is not admissible to the married personnel below officer rank. Further, no minimum qualifying period of separation has been specified to regulate entitlement to separation allowance as is the case in the British Armed Forces.

18. It is true that separation from the family is one of the more disagreeable aspects of Service life affecting not only the officer but also his wife and family. To what extent this can be compensated by an allowance will always be a matter of opinion. Besides the payment of an allowance, other measures should be taken to reduce the hardship due to separation. This is already being done to the extent feasible by the provision of free rations, accommodation and allied services in the field area, which mean that no additional cost of any significance is entailed on the part of the family unit owing to the "Separation" of the officer. The officer's family can retain the accommodation at the old station at the same concessional rent, or obtain accommodation in separated family quarters available at certain stations.

19. While this Allowance may continue, primarily because the armed forces have been accustomed to it, rather than on merits, we do not think that there is any case for increasing the existing rate of this allowance, as it was only in 1968 that the rate of the Separation Allowance was enhanced from Rs. 50 to Rs. 70 per month.

20. The Expert Cell has also proposed that separation allowance should be admissible even when the officer is put to additional expenditure due to want of suitable accommodation. We feel that there is no force in this demand considering that in such circumstances the married Service officer is entitled to free accommodation and allied services for himself at the duty station.

21. The Army and Air Headquarters and the Expert Cell have also proposed that all officers serving in field areas other than those eligible for the grant of high altitude and uncongenial climate allowance should be granted. Field Service Allowance at the rate of Rs. 75 p.m. on the ground of uncommon hardships imposed in the field areas. We have already described the various benefits and concessions allowed to officers during field service and we consider them to be adequate. The specially arduous conditions in specified areas are already being compensated separately. In our view, there is no case for the grant of a new field service allowance.

High Altitude and Uncongenial Climate Allowance

22. The Services have asked for enhancement in the existing rates of High Altitude and Uncongenial Climate Allowance as indicated below :

Rank	Existing Rate	Rates proposed by Expert Cell
	(Rs. p.m.)	(Rs. p.m.)
Lt Colonel & above	200	200
Major	150	175
Captain	100	125
2nd Lieut. & Lieutenant	80	100

The proposals have been justified on a comparison with rates of compensatory allowances prescribed for civilians. But the analogy is not valid because of the widely differing terms of service on the two sides, as also the fact that a civilian posted in these areas has ordinarily to fend for himself while the Servicemen is provided with the back-up facilities of such organisations as the Army Supply Corps, and Army Medical Corps. Nevertheless, we feel that the revision suggested in the existing rates is reasonable and can be accepted on merits. We recommend accordingly. We also recommend that no distinction should be made in the case of MNS officers deployed at high altitudes and that the MNS officers should also be given this allowance at the same rates as recommended by us for Service officers of corresponding ranks generally.

Qualification Pay and Qualification Grant

23. The Post-War Pay Committee did not suggest any extra pay for qualifications acquired by officers over and above those required for entry into the Services. In the year 1948, a system of Qualification Pay was introduced as a part of certain supplementary concessions provided to the Service officers brought over to the Post-War Pay Code. Entitlement to qualification pay ceases with the promotion of the officer to the rank of Colonel. At present the rates of qualification pay/qualification grant are as under :

Qualification Pay	Rs. per month
Higher Rate	100
Lower Rate.	70

Officers of the Military Nursing Service are entitled to qualification pay at the rate of Rs. 45/- per month

Qualification Grant	Rs.
Higher Rate	2400
Lower Rate	1800

The purpose of qualification pay is said to be the need to encourage the officer to acquire certain special qualifications of use to the Services over and above those required for entry and to reward the initiative and effort of the officer in acquiring these qualifications. The Services have proposed that qualification pay and grant should be retained at the existing rates and should also be made admissible irrespective of rank.

24. We have carefully examined the list of qualifications which entitle Service officers to receive qualification pay and qualification grant and find that these qualifications are acquired by the officer while he remains on duty and draws his full pay and allowances. The training courses are also organised mostly at institutes run by the Ministry of Defence. Strictly speaking, all such qualifications are necessary for the efficient discharge of the duties assigned

to an officer should either be stipulated in the recruitment rules or the in-service training should be so designed as to impart the requisite knowledge and skill. In these circumstances, we do not see much justification for providing an addition to pay for acquiring higher qualifications, at the initiative of an individual officer. We find that the National Board for Prices and Incomes came to a similar conclusion in the United Kingdom and recommended that qualification pay should not be allowed to officers in future.

25. We have also examined the justification given by the Services in response to the clarifications sought by us. We understand that there is general enthusiasm among Service officers to get selected or nominated for the various courses run by the services and that the qualifications acquired by Service officers in this way must be regarded as improving their chances for earning selective promotions. We have also analysed the data pertaining to the number of officers in the different branches of the three Services who are in receipt of qualification pay and find that in certain technical branches the proportion is so high as to partake of the character of the erstwhile Corps Pay which was abolished by the Post-War Pay Committee. We also find that officers in the Fighting arms stand a much smaller chance of earning qualification pay than their compeers in the supporting services. In certain cases, technical officers seem to become entitled to the grant of qualification pay simply by obtaining and retaining membership of a professional institute, and by the mere efflux of time.

26. Another defect in the system of qualification pay is that it tends to distort the relativities so carefully established in pay scales. It also tends to diminish the differential between the ranks of Lieut. Colonel and Colonel. Under the existing provisions, Service officers in receipt of qualification pay are entitled to it for varying lengths of time in accordance with the time taken by them to reach the rank of Colonel or the age of retirement. The officers thus receive markedly different sums of money for acquiring the same qualifications. To reward the effort put in at one time for such a long and indeterminate period of time does not seem to be justified. If an incentive has to be given, it will be sufficient to provide it as a lump sum grant instead of a more or less permanent addition to pay. A lump sum grant will ensure that equal effort is rewarded equally. We, therefore, recommend that the existing system of qualification pay should be abolished as soon as possible and replaced by a system of qualifications grants.

27. The Services' proposal that qualification pay should be admissible to the officers of the rank of Colonel and above is even less convincing. Specialised knowledge in a particular field can be deemed to be useful to the Service only so long as an officer continues to serve in that line. Postings in ranks higher than Lieut. Colonel do not satisfy this criterion. In any case, the proposal loses its validity in the context of our recommendation for the abolition of the system of qualification pay.

28. As regards the quantum of the grant for acquiring qualifications at different levels, we recommend as follows :

- (i) For acquiring qualifications for which qualification pay is admissible today at the higher rate of Rs. 100 per month, a lump sum qualification grant of Rs. 4000 should be paid
- (ii) For those qualifications for which qualification pay at the lower rate of Rs 70 per month is admissible today, a lump sum qualification grant of Rs. 3000 should be paid
- (iii) No change should be made in the existing rates of qualification grant in respect of those qualifications where only qualification grant is being paid today
- (iv) No qualification grant should be admissible to officers merely on their obtaining the membership of a professional institute without having to pass any examination or, without having to obtain any additional qualification specifically for that purpose.

Flying Bounty

29. Flying bounty was first granted in the year 1948 after the introduction of the Post-War pay Code. It is admissible ordinarily to officers of the flying branch of the Air Force, the officers of the Naval Aviation Branch and the Army officers employed on air observation flying duties. Officers serving in the Air Force in the technical and medical branches who have qualified for air-crew duties and who are employed on such duties are also entitled to flying bounty subject to the fulfilment of prescribed conditions. The *raison d'être* of the flying bounty is to serve as an incentive to persons of the right calibre to join the flying branch for undertake military flying and to cover the special risks involved. The remuneration earned by commercial Pilots in the various airlines has also influenced thinking and contributed to a sympathetic consideration of this item. According to current rates, officers up to the rank of Wing Commanders are entitled to a flying bounty of Rs 4200 per annum and those in the ranks of Group Captain and above to Rs. 3600 per annum.

30. Flying bounty has been made an annual allowance because an officer becomes entitled to it on completion of the prescribed number of flying hours during the year; officers in flying units are required to fly as pilot air-crew for a minimum of 72 hours and those in non-flying units have to log at least 36 hours in the air.

31. Air Headquarters have proposed the following changes :

- (i) the condition of flying a prescribed number of hours should be removed from the entitlement;

- (ii) flying bounty should be renamed flying pay and it should accrue monthly and should be treated as pay for all purposes, and

- (iii) the revised rates of flying pay should be Rs. 500 per month for officers of the rank of Pilot Officer to Wing Commander and Rs. 450 per month for Group Captain and above.

32. The Expert Cell has supported the above proposal with the qualification that an officer should cease to be entitled to flying pay on a certificate being rendered by the Commanding Officer that he did not make use of the flying facilities available to him and further that flying pay should cease from the day the officer is declared permanently medically unfit for flying duties

33 We understand that the condition of flying the prescribed number of hours has been waived with effect from 1st April, 1971 till 31st March, 1973 after which date the matter is due to come up for review. The Air Headquarters have stated that the condition of flying a prescribed number of hours interferes with the optimum utilisation of the limited facilities available in a flying unit and thus inhibits achievement of the maximum operational efficiency. Further, it is always a problem to provide proper flying practice to the officers assigned to non-flying duties. It has been also said that modern combat aircraft have become more sophisticated and make greater demands on the physical and mental capabilities of the crew compared with older aircraft. The duration of a sortie for a modern fighter aircraft is normally less than forty minutes as against two hours in the case of older types of aircraft. The Government has also to incur substantial expenditure without commensurate advantage in having to provide the requisite facilities to the officers of the flying branch for completing the prescribed number of flying hours

34 In our view, the only purpose that the stipulation of a minimum number of flying hours serves is that it induces officers of the flying branch to maintain a threshold level of flying skill so that when required they can undertake operational flying duties without much practice. However, as the Air Force itself is not convinced of the need and utility of this provision, the matter needs to be re-examined. We feel that waiving the existing condition would prove more economical in the long run and help the Air Force to make use of the available flying capacity to better advantage. Simultaneously with this waiver other safeguards should be provided to ensure that the officers concerned continue to have flying practice at regular intervals and do not get the flying bounty without having made the necessary effort to maintain their flying preparedness.

35. We, therefore, recommend that while the flying bounty should continue as an annual allowance, the condition of flying the prescribed number of hours during the year should be removed. The flying bounty should however be payable only after the Commanding Officer has certified at the end of

the year that the officer concerned has made adequate use of the facilities provided to him for flying, that the Commanding Officer has assessed his flying proficiency and is satisfied that the grant of the bounty is deserved, and that the officer is medically fit for flying duties. We also recommend that for officers of the flying branch assigned to non-flying duties for the time being, flying bounty should be paid for the remainder of the year unconditionally, but it should not be paid for the subsequent year or years unless the officer completes a refresher course during each of the subsequent years, to the satisfaction of his superior officer in the type of aircraft which he will normally be called upon to handle on reversion to flying duties.

36. As regards the rates of flying bounty, we feel that some increase would be justified up to the rank of Air Commodore. We recommend that the rate of flying bounty for officers up to the rank of Wing Commander should be Rs. 4500 per annum, for officers in the rank of Group Captain and Air Commodore, the rate of flying bounty should be Rs. 4000/- per annum; and for officers in the rank of Air Vice Marshal and Air Marshal the rate of flying bounty should remain at Rs. 3600 per annum as at present.

Air Observation Post Pay

37. The air observation post pay was introduced in the Army in 1947 for officers employed on air observation duties or as flying instructors. It was extended to the Navy for officers volunteering for service in the Naval Aviation Branch for the period of their training and later to the Air Force officers of branches other than the General Duties, who volunteered for training in flying duties. This pay is admissible to officers up to and including the rank of Major and equivalent. In the Air Force and Navy, this pay is referred to as flying pay. We feel it would be more convenient if the same designation were adopted in all the three Services and we recommend that this should be redesignated as Flying Allowance in all the three Services as proposed by the Expert Cell.

38. The provision of this pay helps to attract volunteers to flying duties and to compensate the element of extra risk involved. We recommend that the existing rate of Rs. 50 should be increased to Rs. 75 p.m. as proposed by the Expert Cell.

Submarine Allowance

39. Submarine allowance is admissible to Naval officers attached for training or for exercises in a submarine at the rates given below.

Rank	Daily Rate	Monthly Ceiling
	(Rs.)	(Rs.)
Commander	7	200
Lieut. Commander	5	150
Lieutenant	3.50	100
Sub Lieutenant	2.50	75

No change has been proposed by the Navy in the existing rates. Submarine allowance serves as an inducement to the personnel of the requisite calibre to volunteer for service in the submarine cadre and we feel that it should be continued at the existing rates.

Submarine Pay

40. Officers borne on the submarine cadre are entitled to submarine pay at the rate of Rs. 225 for officers in the ranks of Lieut. to Captain and Rs. 200 per month for officers in the rank of Sub-Lieut. The Navy and the Expert Cell have proposed that the rates of submarine pay should be fixed at par with the rates of flying bounty in view of the specially arduous and risky nature of submarine service. The suggestion has also been made that in view of the special skills over a wide range required of the submariners, they should be given pay in the scales sanctioned for officers of the Naval Aviation Branch, i.e. on the special rates prescribed for the Air Force officers of the General Duties Branch.

41. We are not convinced that there is adequate justification for establishing a formal equation between the officers of the submarine cadre and the officers of the flying branch. The needs and requirements of military flying are quite different from those of service in the submarines. We, however, feel that the rates of submarine pay have to be such as would induce persons of the right calibre to volunteer for submarine service, and to compensate for the extra risk, discomfort and possible injury to health inherent in this service. To a certain extent, these are being compensated by the payment of hardy money for which we are recommending increases later in this chapter. Taking all the factors into account, we feel that the rate of submarine pay should be enhanced to Rs. 275 per month for all officers of the submarine cadre including the Sub-Lieut.

Diving Allowance and Dip Money

42. The complement of officer divers in the Navy is divided into three categories depending upon their proficiency. The rates of diving allowance and dip money admissible at present to the diving officers in each of these categories are indicated in the table below.

Category of Divers	Diving Allowance
Clearance Diving Officers	Rs. 75/- p.m.
Deep Diving Officers	Rs. 75/- p.m.
Ship's Diving Officers	Rs. 40/- p.m.

The divers in the Navy are generally required to undertake risky jobs such as urgent under-water repairs which cannot await dry-docking of ships, clearance of fouled propellers, submarine rescue and salvage, defence against under-water sabotage, and attack on enemy ships and harbours. Divers

have also been employed usefully in the past for repairs to dams and clearance of dykes. Naval Headquarters have proposed increases in the diving allowance and dip money on the ground that the risk and hazards involved in diving and the probability of fatal casualties during operations in enemy waters is very high. It has been also stated that the nature of diving work is such that it imposes a good deal of psychological strain and quite a few volunteers are not able to stand the strain for long. In regard to diving allowance, the Navy has proposed the rate of Rs. 100 per month for both the Clearance Diving Officers and Deep Diving Officers and Rs. 50 per month for Ship's Diving Officers. In our view this proposal is reasonable and should be accepted. We recommend accordingly.

43. We also accept broadly the proposals made by the Navy with regard to the rates of dip money and we recommend that the normal rate should be revised as under :

Depth in fathoms	Rate per minute (Normal)
up to 10	10 p
20 to 30	15 p.
30 to 40	20 p
40 to 50	30 p.
50 to 60	40 p.
60 to 75	55 p.
75 to 100	70 p.

Dip money is today being paid at the normal rates to the Ship's Diving Officers and Deep Diving Officers and at twice the normal rate to Clearance Diving Officers. The Navy has proposed that Deep Diving Officers should also be entitled to dip money at twice the normal rate. We have examined the duties assigned to the two categories of diving officers and find that those assigned to Clearance Diving Officers are generally more complex and hazardous. We therefore recommend that Clearance Diving Officers should be paid dip money at twice the normal rate as at present, and Deep Diving Officers and Ship's Diving Officers at the normal rates

Hardlying Money

44. Hardlying money was introduced in 1949 as a means of compensating the Servicemen for the discomforts of living and sleeping in certain small ships in which conditions were adjudged to be relatively worse than in others. It is not payable, therefore, for duty in the larger ships. Depending upon the size and other factors, the ships which qualify for hardlying money are divided into two classes. In the smaller ships hardlying money is payable at full rates and in the relatively more comfortable ones at half the rates. Thus, Naval craft qualifying for payment of hardlying money at full rates include the submarines, mine-sweepers, ocean-going tugs, patrol craft, seaward defence boats and other small

vessels, ships qualifying for payment at half the rate include destroyers, the 'Petya' class ships and certain classes of landing ship tanks; and in the bigger ships e.g. I.N.S. Vikrant and I.N.S. Mysore no hardlying money is admissible. The full rate in the case of officers is Rs. 42 per month except for the Sub-Lieutenant for whom it is Rs. 30 per month. Naval Headquarters have proposed substantial increase in the rates of hardlying money with the further suggestion that hardlying money at half rates should be payable for service in those ships also which do not qualify for it at present. We find that both these proposals lack adequate justification. For service abroad ships, the Naval officers are entitled to free supply of rations and those who are married also get separation allowance on account of separation from their family. Life at sea is inherent in a Naval career and it would be odd if the discomforts of living on even the larger ships were to be separately compensated. In the other Navies too, this type of allowance is not paid irrespective of the size and type of ships. In the United Kingdom, hardlying money is given for service abroad ships on which conditions are adjudged to be "worse than in a trawler". We would not therefore recommend the grant of hardlying money on all classes of ships. As regards the rates of hardlying money, we recommend that the full rate should be increased to Rs. 45 p.m. for officers in the rank of Lieutenant and above and Rs. 35 p.m. for officers below Lieutenant's rank.

Survey Allowance and Survey Bounty

45. Survey allowance is paid to officers of the Executive Branch of the Navy, employed on survey duties, in view of the importance of the work, the specialised knowledge required and the long periods at sea with the attendant disadvantages of seclusion and boredom. If the period of employment is long, survey bounty becomes payable from which the amount paid as survey allowance is deducted. The rates of survey allowance and survey bounty are as under :

Category of officers	Survey allowance (Rs. p m)	Survey Bounty (Rs. p a.)
4th Class Assistant Surveyor	50	850
3rd Class Assistant Surveyor	60	950
2nd Class Assistant Surveyor	85	1350
1st Class Assistant Surveyor	100	1800
<i>Officers holding charge</i>		
Lieut Commander	100	1800
Commander	100	1800
Captain	—	1800

For payment of survey bounty, a minimum period of 150 days at sea on survey duties is necessary but for periods ranging between 75 and 149 days, a proportionate amount is admissible as bounty. Benefit of proportionate bounty is not available to

Captains. Naval Headquarters have suggested substantial increases in the rates of survey allowance and survey bounty because of the difficulties experienced in attracting volunteers in sufficient numbers. We have been informed that officers have to remain at sea for long periods on survey work which is of a very responsible nature because inaccurate charts can lead to marine disasters. While we accept the need for providing compensation in the shape of survey bounty to officers engaged in this work over long periods we are not convinced of the need for continuing with the provision of survey allowance which incidentally is not admissible to Naval personnel below officer rank. Considering that survey officers while at sea are entitled to the other allowances and concessions like free rations while on board separation allowance and hardy money if admissible on that particular survey ship, the need for giving yet another allowance for relatively brief periods spent at sea is not clear. The main argument for providing an additional financial incentive to officers of the survey cadre could be that it helps to compensate the tedium of having to remain at sea for long periods, but this is a feature which is adequately compensated by the survey bounty. In our view survey allowance which is operative only for short spells of survey duty is not justifiable and we recommend that this allowance should be discontinued.

46. As regards the rates of survey bounty we feel that some increase would be justified in view of the recruitment difficulties. We recommend the following revised rates for the survey bounty :

Surveyor's Class	Survey Bounty
	(Rs p a)
4th Class Assistant Surveyor . . .	1000
3rd Class Assistant Surveyor . . .	1100
2nd Class Assistant Surveyor . . .	1500
1st Class Assistant Surveyor . . .	2000

For officers in the rank of Lieutenant Commander to Captain holding charge of the Surveyors, the rate of bounty should be Rs. 2000 per annum. With the abolition of survey allowance the benefit of proportionate bounty for periods ranging from 75 to 149 days spent on survey duties should also be extended to officers of the rank of Captain.

Andaman Allowance

47. Naval officers posted to the Andaman and Nicobar Islands were initially sanctioned Andaman Allowance at 15% of pay for married officers and 10% of pay for single officers. This was revised subsequently and the current rate of this allowance is 25% of pay subject to a ceiling of Rs. 350 for both married and single officers. The Services have proposed that the rate of this allowance should be further increased to rates ranging from 33.3% to 45% of pay depending upon the localities in this group of islands on the analogy of the allowances

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prescribed for officers of the All India Radio and other Central Services. We do not think that officers posted to a Naval station should be compared for purposes of such allowances with civilian employees who lack the facilities provided by Government to Service personnel. We do not, therefore, recommend any change in the existing rates of Andaman Allowance for Naval officers.

Allowances admissible in foreign countries

48. Certain proposals have also been made regarding the allowances provided to Service officers in the Indian missions abroad or when deputed for training to a foreign country, as members of Service contingents, or on deputation to foreign governments. We find that in these cases, the allowances and other benefits are prescribed with reference to the allowances sanctioned to officers of the Ministry of External Affairs, agreements with the foreign governments concerned and other relevant factors. We feel that in these cases, the rates of the allowances should be determined on merits in the circumstances of each case. We do not, therefore, consider it necessary to make any recommendation on these proposals nor on the proposal for suggesting rates for the expatriation allowance admissible to Armed Forces personnel serving outside India excluding those posted to the Indian Missions abroad or those deputed for instructional and training courses.

II. PERSONNEL BELOW OFFICER RANK

Free Rations, Accommodation and Allied Services :

49. Personnel below officer rank have always been entitled to free rations according to scale, free accommodation and allied services. We recommend that these benefits in kind should be continued and have taken note of this fact in fixing Service pays.

50. When it is not possible or economical for the Government to supply free rations or where the Serviceman lives beyond 3.2 kilometres from the unit, ration allowance calculated at the payment issue rate of the various items is payable. During leave or when the Serviceman is allowed a ration allowance in cash at his own request the allowance is calculated on the basis of free issue rates. The Services have proposed that ration allowance should always be calculated on the basis of the payment issue rate which is higher than the free issue rate. We are unable to agree with this suggestion because the payment issue rate includes an element of departmental charges incurred by the Government in procuring and storing these items for issue and it will not be justified to apply this higher rate for working out the ration allowance payable to Servicemen during leave or at their own request. Since the rates in this regard are reviewed by Government periodically taking the prevailing market prices into account, we do not see any need for suggesting a change in the existing rate. Similarly, we do not see any need for making any recommendations on the rate of Condiment Allowance which was revised recently to Rs. 2.35 per month for the larger units and Rs. 2.50 for smaller units, i.e., units having a strength of less than fifty men.

Compensation in lieu of Quarters (CILQ)

51. In the matter of accommodation, the general entitlement is to free single barrack accommodation and allied services for the soldier. A prescribed percentage of the strength of the personnel in various ranks is entitled to allotment of free married accommodation in peace areas. The current percentage of the authorised married establishment are as follows :

JCOs including Flight Sergeants	100%
NCOs	50%
Other ranks	25%

52. The Navy and the Air Force have proposed that the present system of an authorised married establishment up to a prescribed percentage of the strength should be done away with and all married Servicemen should be deemed as entitled to free married accommodation. The Air Force, however, exclude men below the age of 25 years from the proposed concession. During discussions, the representatives of the Army explained that they did not make such a demand, because it would not be feasible to provide married accommodation at the scale required nor would it be realistic to expect that sufficient private accommodation would be available in the vicinity of the station where the troops are quartered. It has been contended that the present restriction on the authorised married establishment in percentage terms as not been made on account of any Service requirement and that it discriminates between one married Serviceman and another. While we feel that Servicemen should have adequate opportunity to live with their families, we have also to take note of certain practical considerations. There is great merit perhaps in requiring Servicemen in a unit to live, eat and sleep together in the barracks so as to foster camaraderie. Possibly, if all Servicemen are permitted to live with their families separate from one another, it will make for a less well-knit group of fighting men and, if food is also not provided in a common mess, it will be difficult to ensure that Servicemen were partaking of the right type of food and in adequate quantity.

53. We find that this matter has been reviewed in the past by the Ministry of Defence and the percentage of authorised married establishments has been revised upwards from time to time. We would not like to make any recommendations in this respect as it is a matter which should be determined by the Ministry of Defence in the light of the availability of Government married accommodation in the peace stations and naval bases, the availability of private accommodation in the neighbourhood, the percentage of married men in the Services and the need for retaining a certain proportion of Servicemen in the barracks at any point of time. We would suggest that the Ministry of Defence should as in the past, continue to periodically review the position in the light of all the relevant circumstances.

54. Where married accommodation cannot be provided to a Serviceman even when he is borne on

the authorised married establishment, he is permitted to arrange private accommodation and is given compensation in lieu of quarters (CILQ). The current rates of compensation in lieu of quarters (CILQ) are as under :

TABLE II

(In Rupees per month)

Rank	Ordinary Stations	Costly stations (Bombay, Calcutta, Delhi Madras and Simla)
<i>Army</i>		
Junior Commissioned Officers	44	56
Havildar	32	44
Lance Havildar/Naik	24	32
Lance Naik and Sepoy	20	24
<i>Navy</i>		
Master Chief Petty Officer	48	61
Chief Petty Officer	44	55
Petty Officer	32	44
Leading Seaman	24	32
Able Seaman and Ordinary Seaman	20	24
<i>Air Force</i>		
Master Warrant Officer and Warrant Officer	48	61
Flight Sergeant and Sergeant	32	44
Corporal	24	32
Aircraftsman	20	24

All the three Services have asked for substantial increases in the rates of CILQ as they consider the existing rates to be inadequate. Although the current rates were revised substantially in the year 1967, we feel that there is ample justification for making a further upward revision in view of the rise in rents that has taken place in recent years.

55. For purposes of CILQ, the stations have been classified into two categories, viz., 'costly' and 'ordinary'. The former category includes only the five cities of Bombay, Calcutta, Delhi, Madras and Simla. We feel that the existing classification is not rational as it excludes many towns which have been treated as costly for purposes of house rent allowance in the case of civilians. In accordance with our recommendation made on the civil side, we recommend that the stations for purposes of payment of CILQ should be reclassified as under —

Class I	—to include existing As, B1 and B2 cities on civil side.
Class II	—to include 'C' class cities as the civil side; and
Class III	—to include all other places.

56. It will be seen from the table in para 54 that for payment of CILQ, the standard rate system relating

to rank has been followed. The Services' proposals do not envisage any change in this pattern. We also feel that the existing pattern is the most advantageous as any other method, e.g. a formula based on percentage of pay, is likely to throw up considerable clerical and accounting work besides disturbing the inter-group parties in the rates.

57. Keeping in view the emoluments being proposed by us for Servicemen in the various ranks, as also the increases in house rent that have taken place since 1967 generally, we recommend the following revised rates of CILQ for the personnel below officer rank in the three Services.

Rank	Class of Cities/Towns		
	I	II	III
<i>Army</i>			
J.C.O.	70	55	50
Havildar	60	45	40
Naik	50	35	30
Sepoy	40	30	25
Non-Combatants (Enrolled)	35	25	20
<i>Navy</i>			
Master Chief Petty Officer	80	65	60
Chief Petty Officer	70	55	50
Petty Officer	60	45	40
Leading Seaman	50	35	30
Able Seaman & Ordinary Seaman	40	30	25
<i>Air Force</i>			
Master Warrant Officer	80	65	60
Warrant Officer	70	55	50
Flight Sergeant and Sergeant	60	45	40
Corporal	50	35	30
Aircraftman	40	30	25

Special Disturbance Allowance

58. The Services have suggested that the personnel below officer rank should also be given special disturbance allowance for the same reasons as in the case of the Service officers. While discussing this allowance for the officers, we have already recommended that a separate allowance of this nature is not justified. We see no reason for providing such an allowance in the case of the personnel below officer rank especially after an element is included in their pay on account of the X factor.

Special Compensatory Allowance

59. For service in the field areas, the provision of free food and accommodation does not confer any additional benefit relative to service in peace areas

on the personnel below officer rank. Besides certain minor concessions like free postage, and free replacement of uniform, the only sizable compensation provided to the Servicemen in the field areas is by way of the special compensatory allowance (SCA). This allowance was introduced in 1948 during J & K operations as compensation for the hard life and lack of amenities in field areas. The rates at which this allowance has been paid from time to time are indicated below :

		(in Rupees per month)		
Rank		1948	1968	1970
Honorary Officer	Commissioned	—	30	34
JCOs/MWOs and WOs		15	25	29
Havildar/Flt. Sergeant and Sergeant		10	18	22
Naik/Corporal		10	15	19
Sepoy/Aircraftman		8	13	17
Non-Combatants (Enrolled)		6	10	14

60. The Services have asked for substantial increases in the current rates and have also referred to the rates of compensatory allowances admissible to civilians in certain specially difficult areas. The Air Headquarters have also suggested that as the allowance seeks to provide compensation for the rigours of field service conditions, the allowance should also be paid in areas where comparatively greater hardships than are usual have to be faced, even though the area is not formally declared as a field area.

61. As we have earlier stated, it is not correct to compare the rates of an allowance like the SCA with the rates of certain compensatory allowance granted to the civilians in special cases as the Service pays cover a certain amount of liability to serve in difficult and remote areas and the SCA granted in addition is not quite the same thing as a compensatory allowance granted to a civilian employees posted in a specially difficult area. Besides, civilians have to make their own arrangements including purchase of essential items. They are thus not in the same class as Service personnel deployed in field areas whose needs of food, accommodation and medical facilities are met by the Government providing the special services and the necessary logistic support. Finally, the allowance given in a field area has to be uniform, as it will be extremely difficult to lay down different rates in different areas to match the rates at which some compensatory allowance or the other might be admissible to civilian employees. Thus, while some civilian employees might be getting more compensatory allowance in cash than the Service personnel employed in the same area, it may often happen that Service personnel will get SCA in areas

where civilian employees are denied any allowance whatsoever. We have, therefore, examined the proposals as regards the rates of SCA on merits without getting unduly involved in the comparative data presented by the Army Headquarters in this respect. Keeping in view the substantial increases effected in the year 1968 and the further increases made in the year 1970, we recommend as follows :

Rank	SCA
	(Rs p.m.)
Honorary Commissioned Officers, JCOs including Flt. Sergeants	35
Havildars/Sergeants	25
Corporals/Naik	22
Sepoys/Aircraftsmen	20
Non-Combatants (Enrolled)	15

62. The Army Headquarters and Expert Cell have also suggested that the allowance should be renamed as Field Service Allowance as it is granted for field service. We feel that the existing allowance is compensatory in nature and does not require redesignation.

63. As regards the proposal made by the Air Headquarters that SCA should also be paid in areas where living conditions are hard and normal civic amenities do not exist, it is to be noted that personnel below officer rank are provided free rations, accommodation and other facilities by the Government, which facilities are not available normally to civilian staff deployed in these areas. On this ground, therefore, the case of extending SCA for service in areas other than field areas on the analogy of compensatory or project allowance given to civilians cannot be supported. Moreover, such a provision will enlarge the scope of this allowance and reduce the extent of compensation given for service in field areas as compared to a peace area. However, civic amenities like private housing, market or educational institutions do not exist at many duty stations in peace areas making it difficult for the Serviceman to live with his family in such stations. From this angle, there is some force in the Air Headquarters' suggestion, but it is a matter which should be settled *ad hoc* in the circumstances of each case and we would not support extending the scheme of SCA to cover any station in a peace area.

High Altitude and Uncongenial Climate Allowance

64. As in the case of Service officers, this allowance is admissible to Servicemen stationed at a height of 9,000 ft. (2,743 metres) or above. On the payment of this allowance, Servicemen are not paid any special compensatory allowance. The rates at which this allowance has been paid to the personnel of the

Army and Air Force from time to time are given below :

Rank	(Rupees per mensem)		
	1-4-62	1-3-68	1-9-70
Honorary Commissioned Officers	75	75	79
Subedar Major/MWO	70	75	70
Subedar/WO	65	70	74
Naib Subedar	60	70	74
Flight Sergeant	50	60	64
Havildar/Sergeant	40	50	54
Naik Corporal	35	45	49
Sepoy/Aircraftsman	30	40	44
Non-Combatants (Enrolled)	25	30	34

65. The Services have proposed an increase in the rates ranging from Rs. 70 for personnel in sepoy's rank to Rs. 100 for the JCOs and Honorary Commissioned Officers. During our visits to the forward areas, we have seen at first hand the hard living conditions of Servicemen deployed at high altitudes which cause psychological stress and impose a severe strain on the human body constituting a significant danger to health. Keeping in view the rates proposed for the Service officers and the fact that personnel below officer rank have to forgo the SCA on payment of the high altitude and uncongenial climate allowance, we propose the following revised rates for this allowance :

Rank	Rs. p.m.
Honorary Commissioned Officers, JCOs including Flight Sergeants	90
NCOs	70
Sepoys/Aircraftsmen and Non-Combatants (Enrolled)	50

Flying Bounty

66. The personnel below officer rank serving as air crew in the Navy and Air Force are entitled to a flying bounty of Rs. 2,100 per annum on the fulfilment of the prescribed conditions. It has been proposed that flying bounty should be changed into flying pay and granted at the rate of Rs. 250 per month subject to the present conditions except the one relating to the completion of the minimum number of flying hours. We have already covered this subject in some detail in relation to Service officers. Regarding the conditions attaching to the grant of flying bounty, our recommendations in regard to the Service officers should apply *mutatis mutandis* to the personnel below officer rank also. We recommend that the rate of flying bounty for the personnel below officer rank serving as air crew in the Navy and Air Force should be revised to Rs. 2,250 p.a.

Qualification Pay and Grant

67. The Army Headquarters and Expert Cell have suggested that the personnel below officer rank should also be afforded the opportunity of earning qualification pay and qualification grant. It has been stated that the acquisition of certain qualifications over and above those prescribed at the time of entry or for promotion to higher classes and ranks would be in the interest of the Service also. The practice in the case of one category of civilian employees under which three advance increments are allowed to persons obtaining an engineering degree after joining service has also been referred to in support of this proposal. But we are not in favour of this practice even in the civilian sector. So far as the personnel below officer rank are concerned, we feel that the scope for making use of the extra qualifications acquired by the personnel below officer rank in the interest of the Services is less than in the case of Service officers and it is possibly due to this reason that no such provision has been introduced so far. We are thus not in favour of introducing the system of qualification pay or grant for the personnel below officer rank.

Subsistence Allowance

68. A financial relief of Rs. 30 per month, termed as subsistence allowance, is allowed to the families of other ranks undergoing imprisonment in military custody for the period they are not entitled to pay and allowances. Army Headquarters and Expert Cell have proposed that this allowance should be enhanced to Rs. 60 as the present amount is totally inadequate and does not enable the family even to subsist. The proposal is reasonable and we recommend that subsistence allowance should be paid at the rate of Rs. 60 per month.

Outfit Allowance

69. We find that in case of JCOs granted Honorary Commission, the rate of Rs. 600 attaching to the outfit allowance has not been revised since 1923 whereas in the case of others, it has undergone considerable upward revision. We recommend that the amount of this allowance should be increased from Rs. 600 to Rs. 800 as proposed by Army Headquarters. This increase should be given effect to uniformly in all the three Services as proposed by the Expert Cell.

Outfit Allowance for JCOs

70. A present, outfit allowance is authorised only for the Service officers and Honorary Commissioned officers. Army Headquarters have proposed that JCOs should also be sanctioned an outfit allowance of Rs. 250 p.m. on the ground that an NCO on his being granted a Junior Commission has to spend about Rs. 400 on certain additional items of uniform and regimental mufti clothing. Since JCOs are also entitled to free clothing according to a scale, the Expert Cell has recommended that the additional prescribed items of kit should be provided at Government expense. We agree with the suggestion of the Expert Cell and recommend accordingly.

Clothing Allowance

71. Provisions relating to the initial procurement and upkeep of uniform and clothing in the case of personnel below officer rank are different from those laid down for the officers. Personnel below officer rank receive, on recruitment, free items of uniform according to a scale and an amount of Rs. 20 for purchasing civilian clothing and other items. For replacement of these items periodically, Servicemen are given a monthly cash allowance in the Army and Navy and a quarterly allowance in the Air Force. Out of this allowance, the Serviceman is expected to replace the worn-out items through purchases from Government stock at subsidised rates. In operational areas and on field service, the payment of a recurring allowance is stopped and the items are replaced free at Government cost. The existing arrangement seems to be more advantageous in that it induces the Serviceman to take greater care of his uniform and clothing. The Services are also keen to retain the existing arrangement. The Services have proposed an increase in the rates of the clothing allowance on the ground of increased costs. We are unable to agree to this proposal because the rates of the allowance have to be determined with reference to the price charged by the Government and these, we are informed, are heavily subsidised because they are kept frozen for long periods of time. It appears that the subsidised prices to be charged from Servicemen as also the rate of clothing allowance are reviewed simultaneously. We do not therefore, recommend any change in the existing rates. Only with regard to the initial allowance granted to the recruits on enrolment, some increase in the present rate of Rs. 20 which was fixed in the year 1968 would be justified since all the items are not purchased from Government stock at subsidised prices. We recommend that the initial grant for purchasing items of civilian clothing should be enhanced from Rs. 20 to Rs. 25.

Conveyance Allowance

72. Personnel below officer rank are entitled to conveyance allowance at the following rates for journeys from residence to place of duty and back, if Service transport cannot be provided :

For cyclists — 2 paise per kilometre or part thereof or at the rate of Rs. 5 per month whichever is less

For those using public conveyance. — Actual expenses not exceeding 6 paise per kilometre or part thereof limited to a maximum of Rs. 15 per month.

The Services have recommended the continuance of this concession at the existing rates. The Expert Cell has recommended, as a measure of simplicity the grant of this allowance at a flat rate of Rs. 5 for cyclists and Rs. 15 p.m. for those using public conveyance. The rate of 6 paise per kilometre up to a limit of Rs. 15 per mensem was fixed to bring it in line with the lowest rate of road mileage, viz.,

6 paise per kilometre admissible to civilians for journeys on duty. We do not recommend any change in the principle adopted to regulate the rate of conveyance allowance in the case of Servicemen using a public conveyance. For Servicemen cycling to the place of duty and back, we recommend that conveyance allowance should be paid at the flat rate of Rs. 5 per month as proposed by the Expert Cell.

Washing Allowance

73. Servicemen in peace areas are allowed an allowance of Rs. 5 per month to defray the cost of washing the uniform, etc. The usual practice is to arrange for common washing of these items for the unit as a whole and utilising the amount of the allowance admissible to all the Servicemen of that unit to meet the cost of this service arranged in kind. Where the individual Servicemen or a detachment cannot take advantage of the common arrangements, the allowance is paid in cash. The Services have asked for the existing arrangement to be continued without any change in the existing rates. The Expert Cell has, however, proposed that the washing allowance should be increased from Rs. 5 to 8 per month. We find that the rate was increased in the year 1968 and the facilities in this respect provided to Servicemen are already superior to those available to the personnel in the paramilitary forces. We do not, therefore, recommend any change in the existing rate.

Pay for Good Service

74. Each Service has made provision for rewarding good service in the case of certain ranks. In the Army, only the NCOs are entitled to good service pay of Rs. 4 per month after a period of three years' good service. Sailors up to the rank of Chief Petty Officer and airmen up to the rank of Flight Sergeant are entitled respectively to good conduct badge pay and good conduct pay of Rs. 5 per month after a period of 4 years of good service. In each Service, this kind of pay can be earned on three occasions, i.e. up to a maximum of Rs. 12 in the Army and Rs. 15 in the Navy and Air Force. This addition to pay is given as an incentive to efficiency. The main condition for eligibility to this pay is that there should not be more than one red ink entry in the conduct sheets and the Commanding Officer should be satisfied with the level of zeal and efficiency displayed by the Serviceman.

75. The Expert Cell has suggested that there is no valid reason for retaining the existing differences among the three Services in the quantum and the terms of this grant and that Army personnel should also be entitled to the grant of good service pay at Rs. 5 per month for every four years of good service up to a maximum of Rs. 15. Normally it should be supposed that progression to higher ranks on the basis of performance should be deemed as sufficient incentive

for ensuring that Servicemen discharge their duties with zeal and efficiency. It is also much easier in the Services to punish misconduct. We would not, however, recommend the discontinuance of the existing practice in view of the keenness of the Services to retain it. Although the sepoys in the Army are not entitled to good service pay, they have the opportunity of getting the appointment of Lance Naik which carries an appointment pay of Rs. 5 per month. Further, the sepoy in the Army can get an additional pay of Rs. 5 or more per month on his improving his class in the pay group. Such opportunities are not available in the other two Services. In view of these differences, which have been endorsed by the Expert Cell, it does not appear necessary to make changes in regard to good service pay in the Army for the sake of inter-Service uniformity. We do not, therefore, suggest any change in regard to pay for good service and good conduct in the three Services.

Submarine Allowance and Submarine Pay

76. Naval personnel below officer rank are entitled to submarine allowance and submarine pay for the same reasons as the naval officers. The current rates of submarine allowances are as under :

	Daily Allowance (Rs.)	Monthly ceiling (Rs.)
Chief Petty Officer	1 75	50
Petty Officer	1.50	40
Leading Seaman	1 25	35
Able/Ordinary Seaman	1.00	30

The Naval Headquarters have not proposed any change in the above rates except in the case of the Master Chief Petty Officers for whom no rate has been prescribed so far. We accept their suggestion that the Master Chief Petty Officers should be entitled to submarine allowance at the daily rate of Rs. 2 and we recommend accordingly.

77. Since 1967, Sailors borne on the regular cadre of a submarine are entitled to submarine pay at the following rates :

Master Chief Petty Officer I and II .	Rs. 150 p.m.
Chief Petty Officer	Rs. 125 „
Petty Officer	Rs. 100 „
Leading Seaman	Rs. 90 „
Able Seaman	Rs. 75 „
Ordinary Seaman	Rs. 65 „

The Naval Headquarters have proposed enhanced rates ranging from Rs. 100 per month for the Ordinary Seaman and the Able Seaman to Rs. 250 for the Master Chief Petty Officers seeking to draw an analogy from the rates of flying bounty prescribed for the personnel below officer rank. We have already concluded in the case of officers that no equation need be established between the rates of submarine pay and those of flying bounty. Nevertheless, we feel that there is a case for increasing the rates of submarine pay in view of the recruitment difficulties, the greater versatility required of submarine crew and the specially arduous conditions of work inside the submarine. Keeping in view the rates of submarine pay proposed by us for officers, we recommend the following revised rates of submarine pay for Naval personnel below officer rank.

(In Rupees per month)

	Existing rates	Proposed rates
MCPO I and II	150	175
CPO	125	150
PO	100	125
LS	90	115
AB	75	100
OD	65	100

Survey Bounty

78. Sailors of the Seaman Branch employed on survey duties are entitled to survey bounty but not to the survey allowance. The Navy has proposed that survey allowance, which is admissible to officers, should also be granted to Sailors. We have already recommended that the payment of survey allowance to officers should be stopped and there is thus no reason for introducing it in the case of Sailors. As regards survey bounty, the Sailors having a minimum period of 75 days of actual survey duty are entitled to survey bounty at the following rates :

(Rs per annum)

	Survey Bounty
MCPO I and II	570
CPO	450
Petty Officer	390
2nd Class Survey Recorder	330
3rd Class Survey Recorder	240

The Naval Headquarters have suggested enhanced rates which are approximately 50% more than the current rates. Keeping in view the increase in the rates of survey bounty suggested by us in the case of officers, we recommend the following rates for the payment of survey bounty to the Naval personnel below officer rank.

(Rs. per annum)

	Survey Bounty
MCPO I and II (Class I Survey Recorder)	700
CPO (Class I Survey Recorder)	600
PO and below (Class I Survey Recorder)	500
II Class Survey Recorder	400
III Class Survey Recorder	300

Diving Allowance and Dip Money

79. The Naval personnel below officer rank employed on diving duties are entitled to a diving allowance according to the category of divers to which the sailor belongs and to dip money at the same rates as for officers of the diving cadre. The current rates of diving allowance for the divers of different categories are as under :

(Rs per month)

Category	Diving Allowance
Clearance Divers, I Class	70
Clearance Divers, II Class	60
Clearance Divers, III Class	50
Deep Divers	60
Ship Divers	35

Unlike in the case of officers, Sailors qualifying as Clearance Divers are classified into three groups. The Navy has proposed that the rates of diving allowance in the case of Clearance Divers should

be increased by Rs. 5 and the same classification and rates of diving allowance should apply to Deep Divers. For Ship's Divers, the suggestion is to increase the rate of diving allowance from Rs. 35 to Rs. 50 per month. We accept the rates of diving allowance proposed for Clearance Divers of different classes by the Navy and recommend that Clearance Divers Class I, Class II and Class III should be given a diving allowance of Rs. 75, Rs. 65 and Rs. 55 per month respectively. The rates of diving allowance for Deep Divers should be the same as for Clearance Divers provided the Navy places them in the same three classes. Till such time as this is done, Deep Sea Divers should be paid diving allowance at the rate recommended for Clearance Divers, II Class. For Ship's Divers, the rate of diving Allowance should be increased to Rs. 50 per month. As regards the rates of dip money, these should be regulated in accordance with the recommendation made by us in the case of Naval officers

Hardlying Money

80.—The rationale for the grant of hardlying money has been discussed already in the section dealing with Naval officers, where the proposal of the Navy to grant hardlying money at half rates or full rates on all classes of ships also has been covered. As regards the condition attaching to the grant of hardlying money, our recommendation made in respect of Naval officers should apply to Sailors. We find that the full rates of hardlying money prescribed for the Naval personnel below officer rank are at par with the rates of special compensatory allowance admissible to Army and Air Force personnel serving in the field areas. On a consideration of the various factors, we feel that the existing parity is fair and reasonable. Accordingly, we recommend the following rates for the payment of hardlying money to the personnel below officer rank :

(Rupees per month)

Rank	Full Rates	Half Rates
Master Chief Petty Officer, I & II	35	17 50
Chief Petty Officer		
Petty Officer and Leading.	30	15.00
Able and Ordinary Rate	25	12.50
Boys	20	10.00

Andaman Allowance

81. The personnel below officer rank are entitled to Andaman Allowance at the rate of 20% of basic pay subject to a minimum of Rs. 17 50 per month. This allowance is admissible only to the personnel posted at the Naval station at Port Blair and not to those attached to garrisons for duty in the various Islands away from Port Blair. Naval Headquarters and the Expert Cell have suggested enhancement in the rates of Andaman Allowance on the analogy of the rates prescribed for civilian officers. We have already considered this question in regard to Service officers and feel that no change is necessary in the existing rates considering the benefits in kind available to the personnel below officer rank. Only in one respect the existing provisions are somewhat anomalous. Personnel below officer rank serving in the Andaman and Nicobar Islands as part of a garrison are not entitled to any Andaman Allowance, but, being on field service, are given special compensatory allowance ranging from Rs. 17 per month for an Ordinary or Able Seaman to Rs. 29 per month for the Master Chief Petty Officer. Naval Headquarters have stated that duties of the personnel attached to a garrison are more hazardous and arduous. We recommend that personnel below officer rank attached to a naval garrison and on duty in one of the islands of the Andaman and Nicobar group should be allowed, as a special case, to draw Andaman Allowance in lieu of the special compensatory allowance if that is more advantageous to them.

Other Allowances for Officers and Men

82. In the case of certain allowances and additional pays, we are not recommending any change in the rates because the existing provisions seem to be satisfactory. These are listed below :

For officers—

Parachute Pay and Parachute Reserve Pay (Army)
Parachute Jump Instructor's Pay (Air Force)

For personnel below officer rank—

Acting Allowance

Conservancy & Water Carrier Allowance,

Shorthand Allowance,

Hair-cutting & Cleaning Allowance (All 3 Services)

Funeral Allowance,

The Services have also not proposed any change in regard to the above.

Parachute Pay and Parachute Reserve Pay, and
Air Despatch Pay (Army)

Unit and Charge Certificate Allowance (Navy)

Parachute Jump Instructor's Pay (Air Force)

83. In regard to certain allowances like dearness allowance, compensatory (city) allowance, and children's education allowance, our recommendations on the civil side should apply to Service personnel also. We have covered matters relating to leave travel concessions admissible to Service personnel in Chapter 58, and travelling allowance admissible to Service officers in Chapter 57,

CHAPTER 53

NON-EFFECTIVE BENEFITS OF SERVICEMEN

The death-cum-retirement and disability benefits provided to the Servicemen are referred to as non-effective benefits, *i.e.*, benefits which are admissible after the Serviceman has ceased to be on the effective list. The pensions and other terminal benefits received after retirement are important for assessing the monetary rewards pertaining to any form of employment and judging its attractiveness relative to others. This is more true in the case of the Services where the majority of personnel are released at a time when they have to look for further employment. The State in regard to Servicemen thus has a dual responsibility. First, the Government should prescribe pensions and allied benefits at reasonable rates in accordance with the length of service rendered and other factors like early termination of career, and secondly, it should provide effective arrangements to assist the Servicemen in overcoming the problems of transition to civilian life.

2. The existing pension code for the Services is based on the recommendations of the Armed Forces Pension Revision Committee (AFPRC) which submitted its report in 1950. The introduction of the Death-cum-Retirement Gratuity (DCR Gratuity) Scheme for Servicemen in September, 1970 is the only significant change that has taken place since the Post-War Pension Code was introduced with effect from 1st June, 1953 on the recommendations of the AFPRC. Before formulating its recommendations, the AFPRC enunciated certain general factors for determining the entitlement to and assessment of pensions. The AFPRC viewed pensions and other terminal benefits as a reward for good service which should vary with the length and quality of service rendered; as an inducement to the right type of men to undertake continuous service; as compensation for early termination of career, liability to recall and for disabilities, if any, attributable to military service; and as an element towards the maintenance of those discharged and as support for the members of the family of deceased personnel.

3. The Services have, in their proposals, generally endorsed the principles enunciated by the AFPRC. They have also stated that Service pensions should take into account the peculiar conditions of service and the hierarchical set-up of the Services. They have added that an element on account of compensation for early retirement and liability to be recalled to service should be specifically provided when determining the pensionary benefits. In the case of death or disablement, the Services have proposed that compensation should be graded depending on the type of casualty and the degree of disablement. They have also proposed that pensioners should be protected against future inflationary trends.

4. By and large, the principles followed by the AFPRC continue to be valid. Our examination shows that it would not be proper to adopt the civil pension rules in the case of Service personnel because it would fail to take into account the peculiar hierarchical structure of the Services and the operational requirement of ensuring that the vast majority of the personnel in the armed forces be young and in sufficiently good physical condition to cope with the rigours of Service life. We think that the grant of pensions should be so regulated as to enable Servicemen to earn full pensions at a relatively younger age compared to the civilians. Further, the length of service beyond a point should not be allowed to influence pension rates, as that would induce these personnel to stay on in service in order to earn higher pensions even after they have ceased to be useful. We accept the need for providing an element of compensation in the pension rates for early retirement in the Service interest and we feel that this should be done in as explicit a manner as possible. In formulating our recommendations with regard to the non-effective benefits, we have not considered it necessary to suggest changes in such matters as the age of retirement, the period of tenure prescribed for senior ranks, the periods of qualifying service for pension, and certain other conditions attaching to the grant of these benefits.

5. We discuss in the following paragraphs the various types of benefits admissible to Servicemen separately for officers and the personnel below officer rank.*

I. OFFICERS

6. The existing age limits for compulsory retirement of officers of different ranks and the tenure of appointment in the senior ranks are given in the table below.

TABLE I
ARMY

Rank	Age limit for compulsory retirement
General	58 years
Lt. General	56 years
Major General	54 years (57 years for AMC)
Brigadier	52 years, 54 years for technical officers and 55 years for education corps and Judge Advocate General, AMC, ADC
Colonel	50 years for Arms, 52 years for officers of certain Services and 55 years for AMC, ADC
Lt Colonel	
Major and below	48 years for Arms and 52 years for Services, 55 years for AMC, ADC.

*Our recommendations regarding the grant of Dearness Allowance to pensioners are contained in Chapter 60.

Tenure of appointment

General	One tenure of 3 years
Lt General	One tenure of 4 years

TABLE II

NAVY

Rank	Age limit for compulsory retirement
Admiral	60 years
Vice-Admiral	58 years
Rear Admiral	57 years
Captain	55 years
Commander	50 years
Lt. Commander and below	48 years

Tenure of appointment

	Normal tenure
Chief of Naval Staff	3 years
Vice-Admiral	3 years
Rear Admiral	3 years

TABLE III

AIR FORCE

Substantive Rank	Age of Retirement			
	Flying Branch	Other than Medical, Education and Meteorological Branch	Education Branch	Meteorological Branch
Squadron Leader and below	48	52	55	55
Wing Commander	48	52	55	55
Group Captain	50	55	55	55
Air Commodore	52	55	55	55
Air Vice-Marshal	55	55	—	—
Air Chief Marshal	58	—	—	—

Tenure of appointment

Air Commodore	One or two tenures of 4 years each
Air Vice-Marshal	One tenure of 4 years
Air Marshal	One tenure of 4 years
Air Chief Marshal	One tenure of 3 years

Although there are some variations in the age of compulsory retirement and tenure of appointment in a rank among the different groups of officers belonging to the three Services, as can be seen from the above tables and some groups of Service officers are also borne on special scales of pay, the pension rates prescribed are uniform for all Service officers of the same rank. The standard rates of pension for officers of the three Services in force from time to time are given in the table below.

TABLE IV

(in Rupees per month)

Rank	Between 1-6-53 and 16-4-56	Between 17-4-56 and 30-9-61	From 1-10-61	Post-DCR Gratuity pension after 10-9-70
(1)	(2)	(3)	(4)	(5)
2nd Lt /Lieut	275	275	300	272
Captain	350	350	425	377
Major	475	475	550	482
Lt. Colonel	625	625	675	587
Colonel	675	675	750	638
Brigadier	725	800	825	696
Maj General	800	875	875	735
Lt General	900	900	900/975*	819
General	1000	1000	1000	840

*From 12th October, 1970

The amounts in columns (4) and (5) of the above table are the current rates of pensions; rates in column (4) pertain to the amount of pension admissible where no DCR Gratuity is payable and those in column (5) to pension admissible in conjunction with DCR Gratuity.

7. Although the Services favour the continuance of the existing standard rate system, they have pointed out that the pension earned by a Service officer is related to the minimum service prescribed for the rank and is not increased if the actual period of qualifying service rendered by him is more. They have also proposed that the rate of earning pension after the provision of the DCR Gratuity in the case of Service officers should be higher than that prescribed for the civilians. The Services have criticised the manner in which the compensatory element for early retirement has been provided in Service pensions and have pointed out that this element fixed in 1953 has not undergone any change despite subsequent revisions in pay scales and pensions.

8. We have first considered whether it is advantageous to continue for the Service officers the existing system of standard retiring pensions. Under this system, Service pensions are related to rank and the prescribed length of qualifying service but neither to emoluments nor to the Service beyond the prescribed period. As against this the advantage is that it is simple, readily comprehended and easily administered. It also leads to inter-Service uniformity and enables Service officers to earn the full pension for the rank without having necessarily to continue in service for that purpose till the age of compulsory retirement. The system, thus, deliberately does not provide an incentive to officers to stay on in service merely for the sake of earning a higher pension once they realise that their prospects of further promotion are not bright; to this extent it facilitates replacement of older men by younger men, and is conducive to efficiency. In view of these material advantages and

the keenness of the Services to retain the existing system, we have formulated our recommendations within the framework of standard rates of pension relating to rank and the prescribed length of qualifying service. The main issue to be decided, therefore, is the manner in which the compensatory element should be provided while determining Service pensions for officers based on the standard rate system.

9 Considering that officers are generally released from the Services when they are still physically and mentally fit for civil employment and when their experience can be utilised for some more years in gainful employment, the payment of pensions and other terminal benefits should not be viewed as absolving the Government of the responsibility to assist them in securing re-employment. It is heartening to note that more vigorous steps are now being taken to promote re-employment or resettlement of retired Service officers. Training courses are also being arranged for the orientation of retiring and retired Service officers to improve their chances of securing civil employment. In certain cases, private firms have agreed to sponsor Service officers on the eve of their retirement for intensive management training at the Administrative Staff College of India. Provision already exists for re-employing officers in the para-military forces and opportunities are available to retired Service officers for re-employment in the various Defence organisations up to the age of 55 years subject to the availability of vacancies. We fully endorse the steps that have been taken, and would welcome more such measures so that the country can make the fullest use of the officers released from the Armed Forces. Their past training and experience should be an asset, and we suggest that the Government should endeavour to make the transition from military to civil life as speedy and painless as possible. We feel that both psychologically and financially these persons, often in the prime of life, would find it more rewarding to serve as active and productive members of the community, rather than eke out an existence on a pension, which necessarily has to be small. It seems to us that more purposive and profitable efforts in these directions should be made by the Government so as to augment whatever pension is sanctioned. The pensionary benefits alone should not be looked upon as the means for compensating Service officers for early retirement. However, a regular pension, even if small, is useful as a standby and in time of adversity.

10. We accordingly feel that an additional benefit in explicit terms must be added to the pensionary benefits to compensate Service officers for their early retirement and liability to recall. In the existing standard rates of pension, the compensatory element for early termination of career and liability to recall does not seem to have been provided on any rational basis. The AFPRC could not apparently reach unanimous agreement on the rate of pensions for Service officers and as many as three schedules of standard rates of pensions were suggested for Government's consideration by the Chairman, the

Services members and the Finance member of the AFPRC. According to the Ministry of Finance (Defence), the rates ultimately fixed by the Government were, in a way compromise rates and, at that time, it was not stated explicitly as to what quantum out of the standard rates of pension could be taken to be the compensatory element. The precise amounts of the compensatory element included in the standard rates were in fact worked out only in the year 1961 when it became necessary to revise pensions consequent upon the revision of pay scales. This was done by deducting from the standard rate the amount of pension including the pension equivalent of the DCR Gratuity that would have been admissible under the formula applicable to a civilian officer having the same pay and length of service. On this basis, the following amounts were estimated as representing the compensatory element in the standard rates of pension :

	(per month)
Lieutenant	Rs. 125
Captain	Rs. 120
Major	Rs. 122
Lt. Colonel	Rs. 120
Colonel	Rs. 46
Brigadier	Rs. 13

The above shows that an amount of, more or less, equal value is taken as the compensatory element in the pensions prescribed for officers retiring in ranks up to the Lieutenant Colonel after which there is a sharp drop in the case of the Colonel and the compensatory element in the case of the Brigadier, is a relatively small amount. It is thus clear that the compensatory element has not been built into the standard rates of pension on the basis of any scientific method.

11. The Services have suggested that after the introduction of the DCR Gratuity, the pensions of Service officers should be determined on the basis of 1/71 of pay multiplied by 30 on the ground that a Service officer should be given the benefit of the full length of service counted for civil pensions, viz., 30 years. A higher rate of earning pension than for the civilians (1/80) has been suggested in case of Service officers on the ground that a smaller deduction is necessary in their case for providing DCR Gratuity. We feel that the Service proposals on this point suffer from a number of defects. The provision of DCR Gratuity should now be taken as the accepted pattern and the rate of earning pensions determined on merits. The different sets of standard rates of pension suggested by the AFPRC, or those ultimately prescribed by the Government, were not based on the principle that the rate of earning pensions in the case of Service officers should be 1/60 of emoluments for each year of service. It would not be proper, therefore, to start from the base of 1/60 of emoluments and derive the new rate of earning pension by making a deduction on account of the provision of the DCR Gratuity. We have given* the reasons for preferring in the case of civilians

the rate of 1/80 for the pensions earned in conjunction with DCR Gratuity and we feel that once DCR Gratuity on the civilian pattern is also provided for Service officers the rate of earning pension on account of length of service in their case too should be the same, viz., 1/80, and the compensatory element for a truncated career provided in some other manner.

12. We do not also agree to the suggestion that in determining the standard rates of pension the maximum Service reckonable for civil pensions should be adopted. It is true that civilians are able to count a longer period of service for pensions, which we have recommended should be increased from 30 to 33 years, but a civilian Government employee is entitled to pension only on completion of 30 years of qualifying service or on reaching the age of 55 years or more. Ordinarily, a civilian employee after earning full pension will be retiring at the age of 58 when he is not likely to find gainful employment afresh. In the case of Service officers retiring around the age of 48-50, the chances of re-employment are relatively greater, and further the pension granted to them when aggregated over the larger average period for which it will be drawn may be more valuable, in actuarial terms. The Service proposal pays little regard to the length of service actually rendered. We do not think it would be appropriate to give the benefit of 30 years' service to all Service officers irrespective of the length of service actually prescribed for earning full pension of the rank.

13. After much deliberation, we have reached the conclusion that the most appropriate method of providing a compensatory element in pension rates would be to add a certain number of years of service to the period of qualifying service prescribed for earning full pension for the various ranks and applying for each year of service the rate of 1/80 of the maximum pay fixed for the rank. In the context of our conclusion that the standard rate system for the pension of Service officers should be continued, the weightage of additional years cannot be added to the length of service actually rendered, but it has to be added to the minimum period prescribed for earning pension of the rank. Our calculations show that the two benefits in combination, viz., (a) taking the maximum pay of the rank, and (b) adding a period of 5 years, subject to the total not exceeding 33 years, would provide a reasonable degree of compensation. This approach can be adapted only for officers retiring in the rank of Brigadier or below. Further in the case of officers below the selective rank of Lt. Colonel, we have found it necessary to give additional weightage in order to maintain comparability in the order of increase proposed over the existing pension rates in the Armed Forces and on the civil side. Thus, we have added an extra year for officers in the rank of Major and two years for officers in the rank of Captain or below. It is to be noted, however, that the chances of a Service officer retiring below the rank of Major on a normal pension are remote and these rates have relevance mainly for determining the amounts of disability and invalid pensions. For senior officers the pension will have to be determined on the basis of reasonable differentials because in

their case the pay of the rank exceeds the maximum of the emoluments reckoned for pensions on the civil side.

14. In accordance with the above principles we recommend the following standard rates of pension for Service officers after the provision of the DCR Gratuity :

TABLE V

Rank	Minimum length of qualifying service	Proposed Pension (Rs. p.m.)
Subaltern.	20 years	325
Captain	20 years	500
Major	22 years	625
Lt. Colonel	24 years	700
Colonel	26 years	850
Brigadier	28 years	1000
Maj. General	30 years	1050
Lt. General	30 years	1100
General	30 years	1150

Based on reasonable differentials, we recommend for the officers on the Special List in the Army and on the Special Duties List of the Navy, the following standard pension rates :

TABLE VI

Rank	Minimum length of qualifying service	Pension (Rs. per month)	
		Existing	Proposed
Subaltern	20 years	247	300
Captain	20 "	352	475
Major	22 "	457	600
Lt. Colonel	24 "	537	650
Colonel	26 "	588	800

15. In view of the revised scales proposed by us for officers of the Military Nursing Service, we recommend the following rates of standard retiring pensions :

TABLE VII

Rank	Minimum length of qualifying service (years)	Pension (Rs. per month)	
		Existing	Proposed
Captain	20	150	325
Major	22	238	425
Lt. Colonel	24	321	525
Colonel	26	378	625
Brigadier	28	483	725

Death-cum-Retirement Gratuity

16 The Scheme of DCR Gratuity for Service officers modelled on the scheme already in force for the civilian officers was introduced in September, 1970. Therefore our recommendations* on the DCR Gratuity Scheme on the civil side should apply to the Service officers also

Retiring Gratuity

17. Retiring Gratuity is granted at the discretion of the President to officers permitted to retire after 10 years or more of service, but with less than 20 years' qualifying service, at the following rates :

TABLE VIII

	Rate before deduction of DCR Gratuity	Rate after DCR Gratuity
For 10 years' service	Rs. 10,000	Rs. 10,000 less 1½ months' pay of rank last held
For each additional year	Rs. 1,000	Rs. 1,000 less 1 month's pay of rank last held

For officers of the Military Nursing Service, the minimum period of qualifying service is 10 years, which can be reduced to 5 years in the event of resignation on marriage, and the rate is Rs. 500 for each completed year of service.

18. The Services have proposed changes in the conditions attaching to the grant of retiring gratuity and have also suggested that it should be treated as an entitlement and not a discretionary award. We do not think that the conditions attaching to the grant of retiring gratuity and the nature of this award are matters which, strictly speaking, should be covered by us. We, therefore, do not suggest any change in these respects. However, keeping in view the increases being suggested in the revised scales of pay, we recommend that the amount of retiring gratuity prior to reduction for the DCR Gratuity should be enhanced from Rs. 10,000 to Rs. 12,000 for 10 years' service and from Rs. 1000 to Rs. 1200 for each additional year of service; and in the case of MNS officers the rate should be enhanced from Rs. 500 to Rs. 600 for each completed year of service. We suggest no change in the scale of deductions made for the DCR Gratuity.

Disability Pension

19. Disability pension is admissible to an officer if he is invalided from service on account of injury or illness, the cause of which is attributable to, or aggravated by, military service. The pension amount comprises two elements, viz., a service element and a disability element. In case the service rendered is not less than the minimum period prescribed for earning a pension, the service element equals the

amount of the retiring pension admissible. If, however, the officer has not completed the service required for earning a pension the service element is derived by making deductions from the retiring pension which would have been admissible on retirement in the appropriate rank at the following rates :

Retiring pension Rs p.m	Rate of deduction Rs p.m
1000—751	60
750—601	40
600—401	30
400—301	20
300—201	10
200 and below	5

The disability element is based on the percentage of the disability and not related to pay or rank. The amount ranges from Rs. 170 for 100% disablement to Rs. 34 for 20% disablement. In the case of officers of the Military Nursing Service, it ranges from Rs. 142.50 per month for 100% disablement to Rs. 28.50 for 20% disablement.

20. The Services have proposed that the deductions made in cases where an officer is disabled before completing the minimum period of service prescribed for earning a pension should not be at the existing rates but at the rates prescribed for making a deduction in the case of Service officers who after completing the minimum service prescribed for earning a pension have not completed the length of service prescribed for earning the pensions of rank in which they retire. The Services proposal in effect, means reducing the existing rate of deductions to half of their present value. We find that the AFPRC had allowed a service element to be counted for disability pension in such cases although under the standard rate system proposed by them no pension would normally have been admissible. This special consideration was shown because of the officer's disability being attributable to, or aggravated by, military service. We also find that the existing scheme of making deductions for shortfall in qualifying service is comparable to the deductions made in the case of late entrants who are allowed a proportionate pension after completing 15 years' service and retiring before completing 20 years' service. We feel that no change is necessary in the existing provisions as regards the rate of deductions.

21. For the disability element, the Services have proposed the amount of Rs. 225 for 100% disability and proportionate amounts for lower degrees of disablement. We tried to ascertain from the Ministry of Defence the criteria taken into account for fixing the amount of the disability element and were informed that these rates were fixed *ad hoc* in relation perhaps to the amounts fixed for pension at that time. We recommend that the existing scheme under which the amount of disability element is a fixed amount which does not vary with rank but only with the degree

*Chapter 60.

of disablement expressed in percentage terms, should continue. Considering the increases in the service element of the disability pension consequent on the revisions made in the pension rates recommended by us, we feel that it would be adequate to increase the amount of the disability element from Rs 170 to Rs 200 for 100% disablement. The minimum amount of the disability pension would thus be Rs. 40 for 20% disablement. For officers of the Military Nursing Service we recommend that the amount of disability element should be Rs 170 for 100% disablement and Rs 34 and for 20% disablement.

22 Officers invalided out of service for causes attributable to, or aggravated by, military service in cases where the degree of disablement is less than 20% get only invalid pension. The Services have argued that even though the degree of disablement attributable to military service may be less than 20%, the officer should not be treated at par with an officer invalided out of service for causes not attributable to military service. They have suggested that officers invalided out of service for less than 20% disability attributable to military service should be given at least the service element of the disability pension. We feel that this proposal is reasonable and recommend that in these cases the officer should be given a disability pension equal to the service element, but without adding any amount as a disability element.

Constant Attendance Allowance

23. Officers invalided out of service with 100% disability attributable to, or aggravated by military service are entitled to a Constant Attendance Allowance of Rs. 45 p m if such attendance is certified as necessary by the prescribed medical authority. The Expert Cell has asked for an increase of this allowance from Rs. 45 to Rs. 60 per month. We consider the proposal to be reasonable and recommend that the rate of Constant Attendance Allowance should be enhanced to Rs. 60 per month.

Invalid Pension

24. Invalid pension is admissible to officers invalided out of service on account of causes neither attributable to, nor aggravated by military service. The table below indicates the benefits admissible under the invalid pension scheme introduced with effect from 1st April, 1964 :

TABLE IX

Length of Service	Entitlement
20 years or more	Normal retiring pension.
10 years or more but less than 20 years	Proportionate pension at specified percentages ranging from 50% to 80% of the service element of disability pension.
Less than 10 years	Gratuity at the rate of one month's pay for each year of service.

The specified percentages ranging from 50 to 80 per cent of the service element of disability pension

at present allowed to officers invalided with 10 years or more but less than 20 years of service are as under .

TABLE X

Service in years	2nd Lieut and Lieut.	Captain & Major	Lt Colonel
Between 10—11 .	50	60	70
12—13 .	60	65	70
14—15 .	70	70	70
16—17 .	75	75	75
18—19 .	75	80	75

The Expert Cell has proposed that since the method of calculating service element in the case of disability pension itself allows the necessary deductions for lesser years of service, the above percentages should not be adopted for working out the invalid pension as it amounts to double-deduction. The Cell has suggested the adoption of a uniform 80 per cent of the service element of the disability pension for officers with 10 years or more of service. In our opinion, the present system is unnecessarily complicated. We propose that the invalid pension should be determined at the flat rate of 75% of the service element of the disability pension.

Ordinary Family Awards where death is due to Non-Attributable Causes

25. With effect from 1st January, 1964, the Ordinary Family Pension Scheme for Service officers is based on the corresponding scheme on the civil side. The present linkage which is reasonable should be continued and our recommendations on ordinary family pension made in Chapter 60 should apply to the Service officers also. The Services have highlighted the fact that pension at enhanced rates under the Ordinary Family Pension Scheme is admissible to the surviving family of the deceased Service officer for the first 7 years or till the deceased officer would have reached the age of retirement appropriate to his rank. They have argued that since the ages of retirement of Service officers have been fixed below that of the civilians, the families of Service officers are placed at a disadvantage *vis-a-vis* the families of civilian officers. As proposed by us on the civil side, in the case of Service officers also ordinary family pension should be paid at double the rate for the first 7 years after the demise of the officer or till the date on which the deceased would have completed the age of 65 years whichever is earlier.

Special Family Awards—Non-battle Casualties

26. The pensionary awards admissible to the family/dependants of an officer dying of causes attributable to military service, but not in any battle or specified operations, are as follows :

(a) special family pension to the widow,

or

in the absence of a widow, dependants' pension to parents and in their absence to brothers or sisters,

- (b) children's allowance,
 (c) education allowance; and
 (d) death gratuity

(a) Special Family Pensions and Dependants' Pension

27. The rates of special family pension admissible to the widows of Service officers who die in attributable circumstances were laid down on an *ad hoc* basis in 1953, and were revised by the Kamath Committee in 1968 as indicated below :

TABLE XI

Rank	Rates fixed in 1953	Revised Rates in 1968
	(Rs)	(Rs)
2nd Lieutenant	150	170
Lieutenant	150	170
Captain	160	170
Major	180	220
Lt Colonel	220	270
Colonel	240	300
Brigadier	260	310
Maj. General	300	350
Lieut. General	350	360
General	400	400

After the introduction of the DCR Gratuity Scheme for Service officers, the above rates work out to 45% to 47% of the post-DCRG pensions. The Expert Cell has proposed that the rates of special family pensions to widows should be fixed at the rate of 60% of the post-DCRG retiring pensions.

28 As mentioned above, in the case of ordinary family awards where death is not attributable to military causes, the Service officers are governed by the same scheme as applicable to civilians. The personnel below officer rank are already covered by the Extra-ordinary Family Pension Scheme applicable to civilian personnel. We have, therefore, examined the need for continuing — a special scheme applicable only to Service officers when death is caused by circumstances attributable to Service conditions. While doing so we were impressed by the desirability of treating the officers and men of the Armed Forces uniformly as far as possible. Having regard to the liberalisations we have recommended in the Extra-Ordinary Family Pension on the civil side, we think that that scheme as now modified could be adopted for Service officers also, as the benefits conferred by it do not compare unfavourably with those of the Special Scheme. We recommend accordingly.

29. In the absence of a widow, dependants' pension is admissible as under :

(i) Both parents	75% of special family pension admissible to widows
(ii) One parent	75% of special family pension admissible to both parents
(iii) Brothers and sisters in the absence of parents,	Rs. 40 p.m for each, subject to a maximum varying from Rs. 85 to Rs 200 depending on the rank of the deceased officer

The Services have not suggested any change in regard to items (i) and (ii) above. We also consider the existing provisions to be satisfactory and recommend that the existing percentages should be applied to the extraordinary family pension admissible to the widow in working out the pensions admissible to both parents or one parent, as the case may be, of the deceased officer. With regard to item (iii) above, the Services have proposed that the lower limit of Rs 85 should be raised to Rs 120. We find that these limits have been fixed for the various ranks at the rate of 50% of the special family pension admissible to the widow. We feel that this ratio is reasonable and recommend that in future the ceiling prescribed should be on the basis of 50% of the extraordinary family pension that would have been admissible to the widow. As regards the rate of Rs 40 per month for each brother or sister, we recommend that this amount should be raised to Rs. 50 per month.

30 The Air Headquarters and the Expert Cell have referred to the existing practice of computing the dependants' pension in the light of the 'means limit' and the 'support limit'. In determining the amount of the dependants' pension, the income of the parents, as also of the surviving brothers of the deceased officer, are taken into account and suitable deductions made from the maximum pension otherwise payable to be independent. The Services have emphasised that the existing provisions act harshly in many cases reducing the dependants' pension to a negligible amount. We feel that a review of the existing provisions is called for in the changed social milieu, and the loosening of the old family bonds. In particular, the assumption that a certain proportion of the income earned by a surviving brother of the deceased officer should be earmarked for the support of his parents does not strike us as being valid. The surviving brothers might have their own children and younger brothers to support, making it difficult for them to spare anything for their parents, any rigid formula, unrelated to particular family circumstances, may cause genuine hardship to a family which has already sacrificed much for the public weal.

(b) Children's Allowance

31 For each surviving child of the deceased officer, an allowance at the rate of Rs 480 p.a. per child is admissible in case the mother is alive and at the rate of Rs 720 per annum per child in case of motherless children. The Services have proposed

a 50% increase in the existing rates. Considering that these rates were revised in the year 1968, we feel that a 25% increase would be fair and reasonable. Accordingly, we suggest that the rate of children's allowance should be increased to Rs. 600 per annum per child if the mother is alive and to Rs. 900 per annum per child in the case of motherless children.

(c) Education Allowance

32 Reimbursement of the actual expenses incurred on the education of children of the deceased officer is now admissible subject to the limit of Rs. 40 per month per child. The Services have proposed that this limit should be raised to Rs. 60. We feel that a 25% increase in the rate would be adequate, and recommend that the limit should be raised to Rs. 50 per month per child.

(d) Death Gratuity

33 In cases where the Service officer is killed in specified circumstances attributable to military service, his family is entitled to a death gratuity. The current rates of death gratuity which are related to rank were fixed on the recommendations of the Kamath Committee in the year 1968. The rates prevailing prior to the report of the Kamath Committee and the current rates are indicated in the Table below.

TABLE XII

Rank	Rates (in existence before revision by Kamath Committee) for widow or children	Current rates (as revised by Kamath Committee) for widow or children
	(Rs.)	(Rs.)
2nd Lieutenant	1335	2000
Lieutenant	2000	3000
Captain	2670	4500
Major	4000	6500
Lieut. Colonel	6000	8000
Colonel	8000	9500
Brigadier	10670	11000
Major General	13000	13000
Lieut. General	14500	14500
General	16000	16000

In case the deceased officer does not leave behind a widow or children the death gratuity is payable

to the parents at half the above rates. While recommending the above rates, the Kamath Committee had taken note of the fact that in the case of death occurring in flying accidents to a Service aircraft, an *ex gratia* award of 48 months' pay or Rs. 42,000 whichever was less, was also payable to the family of the deceased officer, and the Committee recommended that the benefit of the revised rates of death gratuity should not be admissible in cases where death was due to a flying accident to a Service aircraft.

34. The Services have argued that any *ex gratia* award payable to the family of the deceased officer dying in a flying accident to a Service aircraft should not be taken into account and only a single schedule of rates should be laid down for regulating the grant of the amount of death gratuity. We find that the provision of the *ex gratia* award in the case of flying accidents has been necessitated due to certain factors extraneous to the Services, viz. that the next of kin of passengers killed in an air crash are entitled to receive the amount of Rs. 42,000 as compensation from the civilian carrier under the provisions of the Indian Carriage (By Air) Act 1934. The provision of death gratuity enables immediate financial assistance to be given to the family of the deceased officer and where another substantial amount is also provided in lump sum, it is not unreasonable to deny the benefit of the revised rate of death gratuity in such cases. We, therefore, do not recommend any change in this respect.

35. The Services have also proposed that deaths taking place during diving operations or in accidents to submarines or in a parachute accident should be treated at par with casualties in flying accidents to service aircraft. We have already referred to the special circumstance which has necessitated the payment of an *ex gratia* award when death occurs in a flying accident to a Service aircraft. We are not satisfied that there is a case for extending the special provisions relating to flying accidents to deaths taking place in other circumstances. The award in the case of flying accidents is *ex gratia* and not an entitlement. We do not, therefore, suggest any change in this regard.

36 The Services have not proposed any change in the existing rates of death gratuity except for the suggestion that the rates of death gratuity in the case of subalterns should be the same as those for officers in the rank of Captain. We do not think any change is necessary in the current rates of death gratuity which were revised in the year 1968.

II. Personnel Below Officer Rank

37. The periods of engagement now prescribed for persons enrolled as combatants in the three Services, the length of service with the colours and

in reserve, and the age limits for retirement are indicated in the table below

TABLE XIII

Service	Ranks	Periods of engagement		Age limits or service limits for retirement
		Service with the colours	Service in reserve	
Army	Sepoys Fighting Arms and Services	10 years	5 years	38 years of age
	Mechanics	12 years	3 years	43 years of age.
	Technical categories	15 years	3 years	43 years of age
	Minor Tradesmen	18 years	Nil	43 years of age.
	Naik	--	—	20 years' service
	Havildar	—	—	22 years' service.
	Naib Subedar	--	—	24 years' service or 50 years of age.
	Subedar	—	—	28 years' service or 50 years of age.
	Subedar Major	—	—	32 years' service or 50 years of age or 4 years tenure.
Navy	Sailors			
	Seaman	10 years (initial) extended by 5 years and thereafter till the age of retirement		41 years
	Leading Seaman			45 years
	Petty Officer, Chief Petty Officer			50 years
	Master Chief Petty Officer			55 years
Air Force	Airmen	15 years (initial) extended by 6 years and thereafter by 3 years till age of retirement.		55 years

38. The AFPRC had broadly followed the civil pension rules in making recommendations on pensions for the personnel below officer rank, without providing any compensatory element in pensions for early termination of career. However, they allowed the full benefit of the civil pension formula to only those Servicemen who were able to complete 25 years or more of colour service. Thus, while they suggested the minimum period of 15 years, colour service for earning pension the minimum pension was calculated on the basis of 13/60 of emoluments and not 15/60. This depression was removed on the recommendations

of the Kamath Committee in 1968. Since then, the only change that has taken place is the provision, in September, 1970, of the DCR Gratuity on the civilian pattern for the personnel below officer rank also. After the provision of DCR Gratuity, the pension rates have been reduced by 11% to partially offset the cost of providing the DCR Gratuity. The emoluments for calculating pensions comprise basic pay and other items reckonable as pay, e.g. good service pay, as also the notional value of the home saving element which varies according to rank. The pension amounts, have, however, been worked out for each rank in the various pay groups for different lengths of colour service and not separately for each individual Serviceman. The Serviceman is entitled to the pension of the rank held by him for at least two years prior to the date of retirement whether in an acting or a substantive capacity, but marginal shortages in the qualifying service or in the rank can be condoned.

39. A fundamental change proposed by the Services is that the minimum period of qualifying service for earning pension should be reduced from 15 to 10 years in the case of personnel below officer rank. We feel that entitlement to pension should follow a fairly long period of service. As it is, the entitlement to pension after only 15 years service for the military is a substantial concession as compared with the position appertaining to civilians and we would not suggest any reduction in this period for the former.

Retiring pensions

40. Arguing on more or less the same lines as in the case of officers, the Services have suggested that the rate of earning pension in the case of personnel below officer rank should be 1/67 of the emoluments because of the lower order of deduction made in the amount of pension consequent upon provision of the DCR Gratuity. The Services have also suggested that a compensatory element of 20% of pension should be added in the case of Servicemen retiring within 15 years or less of service and that this percentage should be gradually decreased to nil for Servicemen retiring after 30 years of qualifying service. We have already discussed this question at some length in the case of Service officers. We feel that the formula suggested by the Services is complicated and does not strike the most appropriate balance between the genuine needs of the Servicemen, and the responsibilities devolving on the Government for the welfare of released Service personnel. In the case of Servicemen retiring around the age of 35 to 40 years, the pension should not be viewed as their sole means of livelihood, because at this age the released Servicemen can be reasonably expected to be gainfully occupied and independently earning their living. In many cases, Servicemen are able to learn trades and acquire qualifications which stand them in good stead in securing civilian jobs in trade and industry. In many cases, proficient tradesmen leave service at the first opportunity, in order to secure more lucrative civilian employment. Thus, the problems of transition to civilian life are not significant in the case of several categories of Service tradesmen.

41. Even so, the number of Servicemen who require assistance for resettlement on release from the Armed Forces is fairly large and effective administrative arrangements have to be devised for that purpose. While resettlement on agricultural land continues to be popular with the ex-Servicemen, the scope for doing so is becoming more and more limited. According to the Ministry of Defence, several schemes have been started to impart training in various trades, both in the engineering and non-engineering fields. For this purpose, the help of the Industrial Training Institutes in the various States is being sought. Various percentages of Governmental jobs continue to be reserved for released ex-Servicemen and special schemes are being taken up for the rehabilitation of war widows and war-disabled Servicemen. We are of the view that owing to the similarity in functions and training between forces such as the Central Reserve Police, Border Security Force, Railway Protection Force, and the Central Industrial Security Force on the one hand, and the Armed Forces on the other, more and more released Servicemen should be absorbed in suitable jobs in these forces. Such an arrangement would provide a continuing outlet for the released personnel of the armed forces, and would also eliminate unnecessary training, and simultaneously increase the effectiveness of these para-military formations. The overall responsibility for ensuring proper implementation of all these measures rests with the Director General of Resettlement. The Armed Forces may also explore the possibility of utilising some of the released personnel from Fighting Arms in the various support services and technical wings, after the necessary initial training and re-orientation. The periods of engagement in these other formations are longer, and the suggested internal re-adjustments may lessen the impact on the civilian labour market, making it easier to absorb those residual categories that the Armed Forces have perforce to release. In a system based on voluntary enlistment, the manner in which the Armed Forces personnel are treated on their retirement is an important factor influencing the attractiveness of the Services, and ensuring a regular flow of recruits of the right type. We would like to emphasise that the resettlement of ex-Servicemen and the rehabilitation of disabled personnel should be viewed as an important responsibility of the State and the community as a whole.

42. We have made these observations because we wish to emphasise the more positive aspect of the rehabilitation and resettlement of ex-Servicemen as opposed to the passive role that pensions play. As we have remarked in the case of officers, the Government should encourage ex-Servicemen to be self-reliant, useful and productive members of the community, rather than mere pensioners. It cannot be denied, however, that a regular pension, even if it is not great, helps both as an insurance against unemployment and misfortune and as a supplementary source of income. We now proceed to determine how it should be quantified.

43. After detailed consideration, we have reached the conclusion that the right course would be to

adopt the same approach for determining the pensions of personnel below officer rank as we have commended in relation to Service officers, viz., adding a weightage of 5 years to the prescribed length of qualifying service, subject to the total length of service reckonable for pension not exceeding 33 years, and applying the formula of 1/80 of emoluments as on the civil side for calculating the pension amount in conjunction with DCR Gratuity. We also proposed that the maximum of the pay scale prescribed for the various ranks should be taken into account for calculating the pension of the rank. The addition of 5 years in cases where the period of qualifying service prescribed for earning pension of the rank is less than 20 years is a substantial benefit, which, we feel, provides adequate compensation for the inability to recall and the problems occasioned by early release from the Services, such as the transition from military to civil life, and the attendant uncertainty about securing suitable civil employment. We would again emphasise that the Government's efforts should be viewed as a whole, and the adequacy of the 5 years weightage should be judged in the light of the package of other measures for the resettlement of released personnel from the Armed Forces.

44. As for the emoluments to be taken into account for the purpose of determining pension, the existing practice is to include basic pay, rank pay, increments of pay, good service pay, dearness pay and the notional home saving element. With the introduction of the revised scales, rank pay and dearness pay will cease to exist. Basic pay is taken as the maximum of the scale except that in the case of Army personnel below JCO rank, the basic pay is taken as the mean of the lowest and the highest class of the concerned pay group. We suggest that for purposes of pension, the emoluments in the case of the personnel below officer rank should include the maximum of the pay scale of the rank in the concerned pay group and the notional amount of the home saving element. In regard to good service pay, we feel that the right approach would be to include two rates i.e. Rs. 8 in the case of Naiks and three rates i.e. Rs. 12 in the case of Havildars. In the other two Services, one rate i.e. Rs. 5 for OD/AB sailors and Aircraftsmen, two rates i.e. Rs. 10 for Leading Seamen and Corporals and three rates for Petty Officers and Sergeants and above should be included in the emoluments reckoned for pension. In the Army, the personnel below JCO rank also have the opportunity of earning additional pay on improving their class in the pay group to which they belong. In line with the existing practice, we recommend that half of the maximum amount that can be earned by a Serviceman in the form of class pay in his pay group should also be included in the emoluments reckoned for pension.

45. As regards the notional amount of the home saving element that should be reckoned as pay for determining pensions, we feel that the existing amounts laid down for this purpose should be

increased in line with the improvements in pay scales and the principles adopted for calculating the home saving element. On this broad basis and keeping in view the existing differentials in this respect as between the different ranks, we recommend that the notional amount of home saving element counted for pension should be revised as under :

(in Rupees)

Rank	Existing amount	Proposed Revised amount
Sepoy	30	47.25
Natk	30	50
Havildar	35	55
Najib Subedar	50	70
Subedar	60	80
Subedar Major	65	85

Based on these recommendations, Government should determine the standard rates of pension rank-wise and for different lengths of colour service.

Death-cum-Retirement Gratuity

46. Our recommendations made in Chapter 60 in regard to the civilian employees should also apply to the provision of DCR Gratuity for the personnel below officer rank.

Service Gratuity (Retiring Gratuity)

47. Service gratuity at the rate of one month's pay for each completed year of service is admissible to personnel below officer rank who are discharged after 5 years or more but less than 15 years of qualifying service. Where DCR Gratuity is payable, the amount of service gratuity is reduced at the rate of 1/8 of a month's pay for each completed six-monthly period of qualifying service beyond 4 years. Individuals discharged at their request on compassionate grounds or for other reasons are eligible to claim 75% of the normal entitlement and 25% of the normal entitlement respectively.

48. The Services have asked for the continuance of this gratuity and have proposed that in the case of voluntary retirement, no deduction should be made, as discharge is given only on genuine grounds with the approval of the competent authority. We feel that such a liberalisation will encourage requests for discharge on voluntary retirement, and will not be in the public interest. We do not recommend any change in the existing provisions.

Special Pension or Gratuity

49. A special pension or gratuity is admissible to Servicemen who are not transferred to the reserves and are straightaway discharged in large numbers in pursuance of a policy decision by the Government, on demobilisation or consequent on reorganisation and the disbandment of units. At present, proportionate pension is admissible to those discharged after service of 10 years or more but less than 15 years. For service below 10 years, gratuity is payable as under :

(i) Less than 5 years 3 months' pay

(ii) 5 years or more but less than 10 years 1-1/3 of a month's pay for each year subject to a reduction for death-cum-retirement gratuity.

50. The services have proposed that the scale of special gratuity should be one month's pay for every half-years' completed service subject to a minimum of six months pay. We find that the existing provisions are more favourable than those applicable to temporary Government servants on the civil side and do not, therefore, require any change at present. Further, occasions requiring the application of these provisions are not likely to arise in the near future and the rates can be reviewed on merits according to the circumstances prevailing at that time.

Reservist Fee and Pension

51. During the period of reserve liability, the personnel below officer rank are entitled to a retaining fee of Rs. 20 per month in addition to the pension granted, if any. Sepoys who are released from the Army after 10 years' colour service get only the retaining fee of Rs. 20 per month as they do not earn any pension, but on completion of 10 years' colour service and 5 years' reserve service, they are entitled to a reservist pension of Rs. 30/- per month.

52. The Services have proposed that the retaining fee should be enhanced from Rs. 20 per month to Rs. 30 per month. They have also proposed that 50% of reserve service should be treated as qualifying service for grant of Service pension and that the minimum pension of Rs. 40 should also be extended to the reservists. We feel that the reserve service is a contingent liability and it would not be proper to count the period so spent in any fixed proportion for the purpose of calculating pension. We also find that after the recent *ad hoc* increase made in 1968, the amount of the reservist pension exceeds the amount of the reservist fee. The position appears somewhat anomalous in that a reservist in such cases gets less during the period when he is liable to recall, than what he would get by way of reservist pension after he had been absolved of this liability. In these circumstances, we do not recommend any change in so far as the amount of the reservist pension is concerned. As regards the amount of the reservist fee, we feel that there is little justification for enhancing the present rate for those Servicemen who are in receipt of pension because of the improvements recommended by us in the pension rates. There is a case, however for enhancing the amount of the reservist fee in the case of those Servicemen placed in the reserves before they have been able to earn pension, and for them we recommend the payment of Rs. 10 p.m. in addition to the existing reservist fee of Rs. 20 p.m. This will also ensure that the reservist fee for such Servicemen would be equal to the reservist pension as was the case for some years prior to 1967.

Disability Pension

53. The conditions attaching to the grant of disability pension are broadly the same for the personnel below officer rank as for the Service officers. Below the officer level, the Service element equals the retiring pension if the Serviceman has rendered at least 15 years' service; otherwise it is such proportion of the Service pension as the length of service bears to 15 years, subject to a minimum of two-thirds of that pension. The Services have not suggested any change in regard to the Service element, but they have suggested a 50% increase in the rates of disability element prescribed for the different ranks. We find that the rates of disability element for 100% disablement in the case of personnel below officer rank vary with each rank from Rs. 35 for a sepoy to Rs. 105 for the Subedar Major and Rs. 142.50 for Honorary Commissioned Officers. This differs from the system followed in regard to officers in whose cases the disability element does not vary with rank. Although it will not be practicable to prescribe the same amount as disability element for all ranks below the officer level, we feel that within a broad group, the amount on this account should not vary. On this basis, and keeping in view the increase proposed in the case of Service officers, we recommend the following revised rates for the disability element for 100% disablement.

TABLE XIV

Rank	Existing disability elements for 100% disability (Rs. p.m.)	Proposed rate (Rs. p.m.)
Honorary Commissioned Officers	142.50	170
Subedar Major	105.00	110
Subedar	90.00	
Naib Subedar	65.00	
Havildar	48.00	60
Naik	40.00	
Sepoy	35.00	45

As in the case of Service officers personnel below officer rank are entitled to only the invalid pensionary awards in case the degree of disability attributable to service is less than 20%. In the case of personnel below officer rank also, the Services have asked for at least the service element of the disability pension to be allowed in such cases. We accept this proposal and recommend accordingly.

Constant Attendance Allowance

54. Servicemen invalidated out of service for 100% disablement attributable to military service are entitled to a constant attendance allowance of Rs. 35 per month subject to a certificate being issued by the competent medical authority. The Services have proposed that the amount of this allowance should be increased to Rs. 50 per month. We recommend that the rate of this allowance should be enhanced to Rs. 45 per month.

Invalid Pension

55. Personnel below officer rank invalidated out of service on account of causes which are not attributable to service are entitled to invalid pension as under :

Length of service	Entitlement
15 years or more	Normal service pension
10 years or more, but less than 15 years.	Proportionate pension
Less than 10 years	Gratuity at one month's pay for each year of service.

The existing provisions seem to be satisfactory and we recommend no change.

Family Pensionary Awards

56. In regard to special family pension as also the ordinary family pension, the personnel below officer rank are governed by the civilian rules, viz., the Extraordinary Family Pension Scheme and the Ordinary Family Pension scheme. Our recommendations made in this regard in Chapter 60 on Retirement Benefits pertaining to civilian employees should also apply to the personnel below officer rank.

Battle Casualties

57. We have not made any recommendations with regard to the special family pensionary awards

admissible to the families of officers and personnel below officer rank in the case of battle casualties and casualties in certain specified operations. We have looked into the liberalised pensionary awards for war widows and war-disabled servicemen and the concessions to the children of officers and men of the Armed Forces killed or disabled during war, war skirmishes or in fighting against armed hostiles in specified operations. In view of the recent liberalisations, as also the awards and benefits announced by the various State Governments, we have not considered it necessary to make any recommendations in this regard. The Services have also not recommended any change in the existing entitlements.

CHAPTER 54

FIXATION OF PAY IN THE PROPOSED SCALES AND COST OF RECOMMENDATIONS

Date of Effect

Our recommendations regarding the date from which the revised pay scales and conditions of service should take effect as well as the formula for the fixation of pay are contained in Chapter 67. We recommend that as in the case of the civilian employees, the proposed pay scales etc. for the Service officers and personnel below officer rank should take effect from 1st March 1973.

I. Fixation of pay

2. The rules for the fixation of pay of the existing Armed Forces personnel in the proposed scales should follow the pattern recommended by us for the civilian employees viz. that in the case of officers drawing pay up to and including Rs. 1800 p.m. an amount equal to 5% of pay subject to a minimum of Rs. 10 and a maximum of Rs. 50 should be added to the existing emoluments and thereafter the pay should be fixed in the proposed scale at the same stage if there happens to be one or at the stage next above. If in any case, (except where the pay is fixed at the minimum of the proposed scale) the benefit on fixation of pay in the proposed scales is more than Rs. 100, an amount of Rs. 100 only should be added to the existing emoluments and the pay fixed either at the same stage, if there happens to be one or the stage next below in the proposed scale with the balance being treated as personal pay to be absorbed in future increments.

The pay of officers drawing above Rs. 1800 p.m. should be fixed in the new scales on the analogy of the provisions in FR 22, FR 23 and the relevant audit instructions.

3. In the case of Service officers, "emoluments" for the purpose of initial pay fixation in the revised scales should include basic pay of rank, dearness pay, dearness allowance, interim relief and Special Disturbance Allowance. In the case of personnel below JCO's rank in the Army, the "emoluments" should include the pay of the group, increment of

pay, rank pay, dearness pay, dearness allowance and interim relief admissible on the crucial date, less the existing rate of classification pay (difference between the pay of that class and pay of the lowest class). In addition to pay on the proposed scales they will receive classification pay at the revised rates. In the case of personnel below officer rank in the other two Services and JCOs in the Army, the same provisions should apply excepting those relating to classification pay.

4. Our recommendations in regard to the revised pay scales for the various groups of the Service officers are in the form of substitute tables, stage by stage, for the existing tables of pay scales for the concerned categories. As the fixation of pay on a point-to-point basis is not being recommended these tables should apply only to those recruited on or after 1st March, 1973, as also to those who have yet to earn the first increment. In all other cases, these Tables should be treated as if they have been suspended and the fixation should be made in the manner proposed for the civilian employees the next stage being given on the normal date of increment. On further promotion the fixation of pay should normally be as per the concordance table, provided that this does not have the effect of the officer promoted later becoming entitled to a higher pay than the officers already holding that rank. In such a case, the pay on promotion will be fixed as per rules normally applicable to civilian officers. The Government should issue special orders to remove any anomalies during the transitional phase, till the position stabilises and the concordance tables can be revived fully.

III. Cost of Recommendations

5. Based on the above pay fixation formula, the increased cost on account of pay, as a result of our recommendations, will be of the order of Rs. 5.01 crores for officers and Rs. 28.38 crores for the personnel below officer rank.

6. In the absence of reliable data and a proper forecast of the various contingencies affecting the pay, allowances and non-effective benefits, it has not

been possible for us to work out the financial effect of all our recommendations. Certain benefits in kind and certain allowances like Travelling Allowances, and Leave Travel Concessions could not be evaluated as the number affected cannot be estimated. As regards non-effective benefits, we have calculated the increases only on account of the retiring pensions and gratuities based on the probable number of retirements as given to us by the Defence Ministry. Subject to these limitations, we estimate that our recommendations relating to items of the nature which could be evaluated will cost the Government about 4.86 crores.

7. The broad details of the estimated cost of recommendations are as under :

60 NATIONAL INSTITUTE OF EDUCATION
National Council of Educational Research & Training
Sri Aurobindo Marg, New Delhi-16
RS in crores

Officers	Army	Navy	Air Force	Total
Pay	3 80	0 30	0 91	5 01
Allowances	0 24	0 02	0 12	0 38
Retiring Pension and Gratuity	0 43	0 04	0 08	0 55
	4 57	0 36	1 11	5 94
<i>Personnel below officer rank</i>				
Pay	24 19	0 87	3 32	28 38
Allowances	2 15	0 05	0 20	2 40
Retiring Pension and Gratuity	1 26	0 03	0 24	1 53
	27 60	0 95	3 76	32 31
TOTAL :	32 07	1 31	4 87	38 25

